

Holiday Settlement Planning and Design

A Tasmanian Perspective

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Table of Contents

Preliminaries	i
Table of Contents.....	ii
List of Figures.....	2
List of Plates.....	2
List of Graphics.....	3
Acknowledgements.....	3
Chapter 1 Introduction	1
1.1 Purpose of the Study.....	2
1.2 Defining the Holiday Settlement and the Holiday Home.....	2
1.3 Objectives of this Study.....	2
1.4 Method of the Study.....	3
1.5 Previous Studies.....	3
1.6 Organisation of the study.....	3
Chapter 2 Theory	4
2.1 Introduction.....	5
2.2 Background.....	5
2.2 Place and Space.....	6
2.3 Perceptual Quality and Design in the Natural Landscape.....	7
2.4 Controls Influencing Character.....	9
2.4.1 Government Aesthetic Control and Design Review.....	9
2.4.2 Private Aesthetic Control.....	10
2.5 Design Codes and the Seaside Example.....	10
seaside photo montage.....	11
2.5.1 Philosophy Behind Duany Plater-Zyberk Town Design.....	12
2.5.2 Design Codes and Policy.....	12
2.5.3 Criticisms.....	15
2.6 Summary.....	15
Chapter 3 Holiday Homes and Settlements	17
3.1 Background.....	18
3.2 Site features of holiday settlements.....	18
3.2 planning features of holiday settlements.....	19
3.2.1 Planning Issues.....	19
3.2.2 Social Characteristics.....	19
3.2.3 Urban Spatial Patterns.....	20
3.2.4 Street Form and Detail.....	21
3.3 characteristics of holiday homes.....	21
3.3.1 Issues.....	21
3.3.2 Building Form.....	22
3.5 The Attitudes of Holiday Settlement residents.....	22

3.6 Summary.....	26
Chapter 4	27
4.1 Introduction.....	28
4.2 site analysis.....	28
4.2.1 Topography.....	28
4.2.2 Development.....	28
4.2.3 Views.....	29
4.2.4 Existing Architecture.....	29
4.2.5 The Planning Scheme.....	29
4.2.6 Zoning.....	29
4.2.7 Open Space.....	30
4.3 Design Philosophy.....	45
4.3.1 Settlement Size.....	45
4.3.2 Site Responsiveness.....	45
4.3.3 Landscape Protection and Scenic Quality.....	45
4.3.4 Urban Design.....	45
4.4 Design Strategies.....	46
4.4.1 Urban Code and the Future Development Plan.....	46
4.4.2 Street Code.....	47
4.4.3 Administration of the Codes.....	48
4.5 Summary.....	48
Chapter 5 Discussion and Conclusions	54
5.1 Introduction.....	55
5.2 Course of Action.....	55
5.3 State and Regional Recommendations.....	55
5.4 Recommendations for Holiday Settlements.....	56
Appendices	58
Appendix 1 - Tasman Planning Scheme Guidelines.....	59
Appendix 2 - A History of Holiday Homes.....	61
Appendix 3 - Holiday Homes - Laws and Policy.....	61
Appendix 4 - Survey and Results.....	62
Appendix 5 - Bushfire Strategies in Rural Settlement.....	65
Appendix 6 - Holiday Settlement Size and Infrastructure.....	69
Bibliography	70
Glossary of Terms	74

List of Plates

Plate 1.1	The lower end of the spectrum, a permanent caravan extension, Sommers Bay.	2	Plate 4.5	Small L. shaped building, typical of Type III development - Clifton Beach.	47
Plate 1.2	The upper end of the spectrum, a holiday home at Cremourne.	2	Plate 4.6	A typical caravan on a bush site.- Sommers Bay.	47
Plate 2.1	Uses that have little connection to the coastal resource. Sewerage pipe and sports ground at Kangaroo Bay - Rosny.	6			
Plate 2.2.	The Bakka House at Clifton Beach.	9			
Plate 2.3	The differing picket fences at Seaside.	16			
Plate 3.1	Recreational activity at Clifton Beach, showing the range of activities, from low energy to high energy.	18			
Plate 3.2	The Hazards, mountains forming a backdrop to Coles Bay, on Tasmania's East coast.	18			
Plate 3.3	White Beach on the south-east coast of Tasmania. Mount Clarke topographically defines the settlement.	19			
Plate 3.4	Sommers Bay, a stage 1 holiday settlement.	20			
Plate 3.5	Opossum Bay, a stage 2 holiday settlement.	21			
Plate 3.6	White Beach, a stage 3 holiday settlement	21			
Plate 3.7	Lauderdale Beach- a stage 4 holiday settlement.	21			
Plate 3.8	Comparison between suburban and holiday homes.	27			
Plate 4.1	Crude access drives over the creek Sommers Bay.	28			
Plate 4.2	Gateposts at Rosny College.	46			
Plate 4.3	An example of a typical Type 1. White Beach.	47			
Plate 4.4	An example of a typical Type II - Clifton Beach.	47			

List of Figures

Figure 2.1	The differences in lifestyle between holiday settlements, and cities.	5	Figure 2.17	The Regulating Plan - The Poundbury Regulating Plan.	13
Figure 2.2	The three major approaches to urban design - figure ground, linkages, and place	6	Figure 2.18	The Urban Regulations - Seaside	14
Figure 2.3	Figure ground drawing of the Moonah shopping strip north of Hobart.	6	Figure 2.19	The Architectural Regulations - the Avalon code	14
Figure 2.4	A mental map of Birmingham, England.	6	Figure 2.20	Street Types - Seaside	14
Figure 2.5	Lynch's elements of urban image - nodes, edges, paths, districts, and landmarks.	7	Figure 2.21	Landscape Regulations - the Avalon code	14
Figure 2.6	The homogeneous language of the modern city - building use is not related to form and detail.	7	Figure 3.1	Stage 1 development of holiday settlements.	20
Figure 2.7	The relationship between the signifier and the signified concept	7	Figure 3.2	Stage 2 development of holiday settlements.	20
Figure 2.8	Minimising the visual, and environmental impact of road cuttings.	8	Figure 3.3	Stage 3 development of holiday settlements.	20
Figure 2.9	The zoning of coastal village at Sommers Bay.	8	Figure 3.4	Stage 4 development of holiday settlements.	20
Figure 2.10	A worse case scenario, the mixing of styles from different periods.	9	Figure 3.5	Rural Residential Development - Gorringes Beach	23
Figure 2.11	A typical desired future character statement from the City of Hobart Planning Scheme 1982.	10	Figure 3.6	Suburban Development - Howrah Beach	23
Figure 2.12	Howard's three magnets of attraction for residential location.	12	Figure 3.7	Holiday Settlement Development - White Beach	23
Figure 2.13	Existing site conditions at Seaside.	13	Figure 4.1	Location Plan : Tasmania	28
Figure 2.14	The location of public buildings at Seaside.	13	Figure 4.2	Location Plan : Local	28
Figure 2.15	Private Buildings at Seaside, assuming all envelopes are filled to capacity	13	Figure 4.3	Site Plan	28
Figure 2.16	Private Land at Seaside.	13			

List of Graphic Pages

Graphic 1	Photo Montage of Seaside	11
Graphic 2	The comparison between the suburban street and the holiday settlement street	24
Graphic 3	The comparison between the suburban home and the holiday settlement home	25
Graphic 4	Site Analysis - Sommers Bay.	31
Graphic 5	Site cross-sections- Sommers Bay.	32
Graphic 6	Sub-division development - Sommers Bay.	33
Graphic 7	Aerial photograph - Sommers Bay.	34
Graphic 8	Views - location- Sommers Bay.	35
Graphic 9	Views - Sommers Bay.	36
Graphic10	Views - Sommers Bay.	37
Graphic 11	Views - Sommers Bay.	38
Graphic 12	Architecture - Sommers Bay.	39
Graphic 13	Architecture - Sommers Bay	40
Graphic 14	Architecture - Sommers Bay.	41
Graphic 15	Architecture - Sommers Bay.	42
Graphic 16	Architecture - Sommers Bay.	43
Graphic 17	Zoning Plan - Sommers Bay.	44
Graphic 18	Design Intent - Sommers Bay.	49
Graphic 19	Future development plan - Sommers Bay	50

Graphic 20	Urban Code - Sommers Bay	51
Graphic 21	Street Code - Sommers Bay	52
Graphic 22	Figure Ground - Sommers Bay	53

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Chapter 1

Introduction

1.1 PURPOSE OF THE STUDY

Recent Australian studies, at both the State and Federal levels into factors impacting on the Australian coastline have indicated that a lack of attention in the planning of holiday settlements has resulted in a range of social and environmental problems. Local concerns on the transformation of holiday settlements into satellite suburbs, have established a need for study into methods of holiday development.

The purpose of this study is to provide a base for the planning of coastal holiday settlements in Tasmanian rural municipalities. This base is achieved through the study of existing holiday settlements, and analysis of the cultural influences. This is in order to create environments and compile a set of physical properties which are characteristic of these settlements. Finally the above analysis is worked into a practical example which demonstrates how physical controls can be applied. Whilst this study focuses specifically on coastal holiday settlements it is hoped that the process of this study could equally be applied to any discrete settlement.

1.2 DEFINING THE HOLIDAY SETTLEMENT AND THE HOLIDAY HOME

A holiday home can only be defined by its use which in itself can be dynamic, as opposed to its outward physical appearance. This dynamic quality is best defined by comparing and contrasting the relationship between the first and the second home. Holiday homes can vary in size and extravagance from a rusty bus on a bush site to permanently staffed mansions for occasional residence. (refer to figures 1.2.1 & 1.2.2) There are some recreational dwellings which are difficult to categorise such as permanent caravans, retirement homes, or rented homes.

A study of holiday homes in the state of Queensland recognised four types of holiday homes:

1. Private holiday homes, often visited on weekends by family and non-paying guests;
2. Intermittently used commercial holiday homes, which are used as above but are rented the holiday season to cover costs.
3. Intermittently used private holiday homes, which are often purchased for retirement purposes, but are meanwhile rented commercially and used by the family when vacant.

4. Commercial holiday homes, used as an investment and rented all year round usually by an agent.¹

In the case of potential retirement homes there may also be a gradual shift of classification, from second home to primary home as occupants become semi-retired and increase the frequency of their occupation.

These definitions are, as outlined previously, based on differences in use, not on physical characteristics, and are designed to make statistical analysis relevant. It is difficult to define the holiday home as a global physical object, and that definition can only come from study of specific cultures.

One of the purposes of this study is to analyse the physical characteristics of typical Tasmanian holiday homes and settlements, in order to understand the difference in typology from similar urban typologies. In a practical sense this study considers holiday homes as a structure meeting the requirements of the Building Code of Australia and used seasonally for recreation purposes. The specifics of use are not relevant to this study as it is accepted that the control of physical characteristics within holiday settlements will largely determine their use. This, however, still recognises that recreational use is a fundamental quality of holiday settlements.

The term 'holiday home' is used in preference to the generic term of 'second home' as it implies the use in its meaning. The term 'second home' is predominantly referred to in previous academic work on the subject, particularly by J.T. Coppock, in his book *Second Homes: Curse or Blessing*, 1977., which appears to be the most comprehensive study on this subject to date. Other names for holiday homes include shacks, vacation homes, summer homes, vacation cottages, recreational housing, huts, and cabins. Most Tasmanians refer to holiday homes as 'shacks', however, this term can also harbour negative connotations referring to poor quality development. This does have significance in that the nature of holiday homes in Tasmania have historically been simple in design, and often constructed from recycled or cheap building materials. The use of the term 'holiday home' is therefore a compromise between the academic and the popular but understood by both parties.

¹Coppock, J.T.

Second Homes: Curse or Blessing, Pergamon Press, 1977, pg.2.



Plate 1.1 The lower end of the spectrum, a permanent caravan extension, Sommers Bay.



Plate 1.2 The upper end of the spectrum, a holiday home at Cremourne.

1.3 OBJECTIVES OF THIS STUDY

The main objective of this study is to analyse the current typology of Tasmanian coastal holiday settlements and recommend a basis for future strategic settlement design. This is to be examined against a backdrop of coastal, rural, and recreational issues whilst addressing attributes specific to holiday settlements.

It is intended that this study will demonstrate that many holiday settlements are derived through a succession of poor quality decisions rather than settlement planning.

In addition to these main objectives the following aims also underpin the project:

- to define the physical elements which typify Tasmanian coastal holiday settlements;
- to compare the environment of the holiday settlement with that of the city suburb;
- to discover whether holiday home owners understand the differences between the urban and holiday environments;
- to study the methods used by Andres Duany and Elizabeth Plater-Zyberk to create the town of *Seaside* via the use of design codes;
- to demonstrate that design codes may be used to regulate a specific typology and character.

The implementation stage also has specific aims for planning in holiday settlements. They are to:

- improve development sensitivity within the environment;
- ensure that the relaxed social environment is protected;
- consolidate development within easy walking distances;
- maintain a range of residential development types;
- retain the scenic qualities of the area;
- protect the natural resources of the area;
- protect against over-regulation;
- encourage low cost and low maintenance development;
- ease public understanding of regulations;
- design the settlement as a community;

1.4 METHOD OF THE STUDY - USING DESIGN CODES AS THE FRAMEWORK FOR HOLIDAY SETTLEMENT PLANNING

Tasmanian holiday settlement sites are a finite resource, but a poor understanding of the value of recreation has resulted in a development methodology which is unsustainable. Unless the typology of the holiday settlement is defined, protected and propagated the holiday environment as it is today will be lost.

The problem with the present planning system is that there is little emphasis on design and the necessary implementation tools are not available. A system developed by American architects and planners Andres Duany and Elizabeth Plater-Zyberk²

suggest that a basic set of lot and housing types be purpose designed, and then assembled together under traditional town planning principles. It is this quality which can provide the framework for typology definition and means of implementation needed in holiday settlements. Although the Duany/Plater-Zyberk system is yet to be tried in an Australian context, there have been an increasing number of examples in the United States and Britain. This study examines in detail this new method of development control against a backdrop of broader physical control, and assesses its applicability to Tasmanian holiday settlements.

The project is an in depth analysis of holiday settlement form and detail. Due to an information vacuum in the area, this is achieved through research of local examples and comparison with other models of development, in particular the city suburb. This analysis method, although largely first hand observation is based on urban spatial analysis methods and theories.

This detailed analysis provides the basis for designing individual lot types and the overall planning principles specific to Tasmanian holiday settlements. Once a typology for holiday settlements has been established the study will seek to demonstrate how these may be implemented. A proposal is developed for the case study area, Sommers Bay, which addresses the design issues raised in the analysis stage and by local site conditions.

1.5 PREVIOUS STUDIES

The majority of studies into holiday settlements have been aimed at geographical modelling of holiday home numbers and locality in order to monitor problems of rural housing shortages or environmental impact. Although academic studies of holiday homes date back to the 1930's³, concern was raised through the late 1970's and early 1980's about the alarming rate of holiday home growth and the limited information available. As a result most of the limited publications are focused on gathering and assessing geographical data. The remaining studies focus on the impact of holiday homes on the environment, which has been a common theme for many coastal studies. Most of the studies recognise that 'considerable growth in holiday homes can be

expected'⁴ but few offer solutions other than recommending further study.

One area which closely parallels the purpose of this study is current work into preservation of rural villages. This area of planning has often been at the cutting edge of development control since the early 1900's, particularly in Europe. This research is not restricted to preservation alone, as these villages often grapple with the need to grow economically and physically in order to survive and develop. The attempts to find a solution to this have exposed a variety of issues relevant to holiday settlement design.

1.6 ORGANISATION OF THE STUDY

The study has been arranged in a linear sequence that begins with broader issues and progresses to detailed analysis of holiday homes and settlements. This chapter has stated the study's purpose and objectives, and the methods used. Chapter 2 provides background and theory on which the definition of the holiday settlement typology can be based. Chapters 3 discusses the broader issues and attributes. Before completing the definition process through detailed analysis and comparison, including local examples and opinions of holiday home owners. Chapter 4 uses a practical example to demonstrate how the design codes discussed in Chapter 2 can be used to encourage the typology defined in Chapter 3. This is followed by a summation of the main ideas and recommendations in Chapter 5.

²Duany, A., Plater-Zyberk, E. *Towns and Town Making Principles*, Rizzoli International, New York, 1991.

³Ibid.

Coppock J.T. pg.4.

⁴Thorne, K.

Holiday Homes in Tasmania, Unpublished thesis, University of Tasmania, 1977.

Chapter 2 Theory

2.1 INTRODUCTION

The aim of this chapter is to establish a basis for the analysis and design elements of the study. To fully appreciate the current issues facing holiday settlements a brief overview of coastal and rural planning issues is required. The analysis and design content of this study is based on three main theory areas which are; recreation, urban spatial design, and scenic quality. An overview of controls that influence character, including the existing planning controls on Tasmanian holiday settlements are also included. Finally there is a detailed investigation into the *Seaside* holiday development which presents a contrasting approach to the current planning of holiday settlements in this state.

2.2 BACKGROUND

One of the functions of the holiday settlement is to facilitate recreational activity, which forms an important counter balance to urban life. 'The idea of having a "place in the country" probably entered human consciousness at the same time that people began to live in cities. It was a reaction against the constraints of rules and regulations that governed behaviour in urban society, and was also a way to temporarily escape the curbs that city living inevitably put on the individual'⁵. These constraints can be direct such as parking meters, or indirect such as the expectation of promptness, or thrift (refer to figure 2.1).

Holiday settlements are one method of reacting against such control, among others are travel, camping, and bushwalking expeditions. Holiday settlements are unique in that they are the only one of these activities that generate a permanent typology. This typology, although not designed has evolved to enable holiday home owners to maximise quality leisure time through low maintenance, effort and cost. The holiday settlement is therefore a valuable cultural expression in itself whilst fulfilling an innate need to change environment and lifestyle.

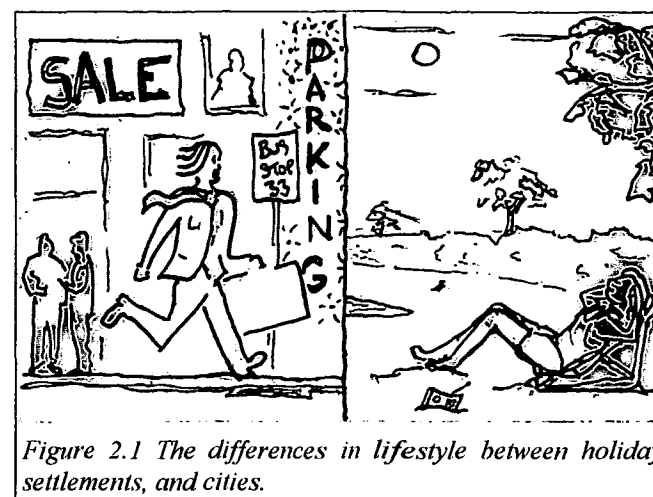


Figure 2.1 The differences in lifestyle between holiday settlements, and cities.

Planning holiday settlements must be achieved through an understanding of the broad rural context. Although holiday settlements appear at first to be enclaves of the city, their impact on the rural community cannot be under-estimated. The rural environment is undergoing rapid change due to increased rural residential development, declining agricultural returns, and substantial returns for subdivision of rural land⁶. Rural communities which once prospered now struggle to survive in a depressed economic environment, and look towards new development such as holiday settlements and rural residential to supplement their traditional role in agriculture servicing.

This development has also meant an increased demand from small rural councils for infrastructure and services resulting in increased rates and housing costs. Planning for rural areas has tended to divorce itself from serious consideration of the practical realities facing farming and other rural industries, and is simply extension of the approaches used in more urban settings⁷.

The difficulty with using urban approaches is that the natural systems of the environment, such as soil types and rainfall, are an integral part of rural land use. Hence a range of issues such as water catchment yields, retention of quality agricultural land, soil erosion, and bush fire protection become of major

importance. Holiday settlements need to respond to both these general agricultural issues and rural practicalities such as stock and weed control. Response to the rural environment is one of the major influences in holiday settlement form, thus reinforcing the need to consider the rural context in its development.

Settlement within the coastal zone requires knowledge of the natural systems and the influence of human activity on those systems. The Australian coast is extremely dynamic, yet a fragile, part of the landscape which supports the majority of development in Australia⁸. This has occurred primarily because of the availability of natural resources, such as harbours for shipping, beaches for recreation, and seafood for consumption.

The development has occurred at a heavy environmental cost, and there is a growing realisation that the coast is a valuable, finite resource⁹. Holiday settlements, often built in areas of high environmental quality significantly impact on the environment and compete for coastal resources. A major difficulty is that the natural systems are complex and it may take long periods of time to assess patterns of erosion and accretion. Lack of understanding of the environmental issues can lead to permanent destruction of the natural systems, especially sand loss, or costly property and infrastructure damage¹⁰.

Holiday settlements are unique in that the environmental impact is concentrated and over short periods of time. This can have an adverse effect on the environment especially waste disposal systems, 'Septic tanks are of particular concern because peak loads can cause effluent runoff into water courses, and often by poor maintenance standards by owners'¹¹. With the associated environmental impact caused by development on the coast, there is an increasing need to prioritise services. There is little need for developments such as tennis courts, car parks, golf courses, or communications equipment to be constructed on sensitive coastal areas. Other services such as jetties, boat ramps, and

⁵Rybczynski, W.

Waiting for the Weekend, Viking published by Penguin, New York, USA, 1991, pg.171.

⁶Graham, R.J.

'Hobart: Explosion Without Growth', *Urban Policy and Research*, Vol.12, No.4, Dec. 1994, pg.268.

⁷Houston, P

Rural Planning, *Australian Planner*, Dec. 1990, Vol.28, No.4, pg.5.

⁸Tas Govt DELM,

Tasmania's Coastline - A Discussion Paper 'Footprints in the Sand', 1991, pg.34.

⁹ibid.

Tas Govt. DELM, pg.10.

¹⁰Eliot, & Clark,

Shoreline Change and Coastal Planning, *Australian Planner*, Sept. 1987, Vol.25, No.3, pg.6.

¹¹P.I.R.G.

A Coastal Retreat, Victorian Public Resource Group Ltd Victoria, Australia, 1977, pg.135.



Plate 2.1 Uses that have little connection to the coastal resource. Sewerage pipe and sports ground, at Kangaroo Bay, Rosny.

yacht clubs in contrast necessitate close proximity to the sea¹². (refer to plate 2.1)

The underlying message is that, in further developing the coastal zone care must be taken to ensure that such development is executed with sufficient environmental knowledge, and in such a way that the qualities that attract development in the first place are not compromised.

2.2 PLACE AND SPACE

Much of the theory about place and space is derived from the study of cities and their workings. The term 'urban' usually pertains to the city, but the term can also be used in rural areas to describe higher density. Roger Trancik in his book 'Finding Lost Space' considers the historical approach to urban design. He identifies three approaches to urban design theory, figure ground theory, linkage theory, and place theory¹³ (refer to figure 2.2). Following is a brief summary of each concept.

Figure ground theory is based upon analysis of solids and voids. This is commonly achieved on a black and white drawing contrasting public and private space. (refer to figure 2.3) It highlights patterns of development independent of property lines, vegetation, and urban detail. Patterns become clear such as the hierarchy of streets, the geometry of development, and the

positioning of landmark solids or voids. Solid to void street sections can also show the proportions of space. Designing through figure ground is the addition or subtraction of solids to reinforce existing patterns, or to create new ones. The creation of urban spaces in rural areas is difficult, however, without sufficient density and regular development. Also natural elements, such as mountains and surrounding trees are the significant spatial influences in rural areas. Despite the oversight of these elements many rural towns have developed along recognised spatial patterns, such as linear or grid systems. Figure ground theory is an important tool for analysing and designing equally with objects and spaces.

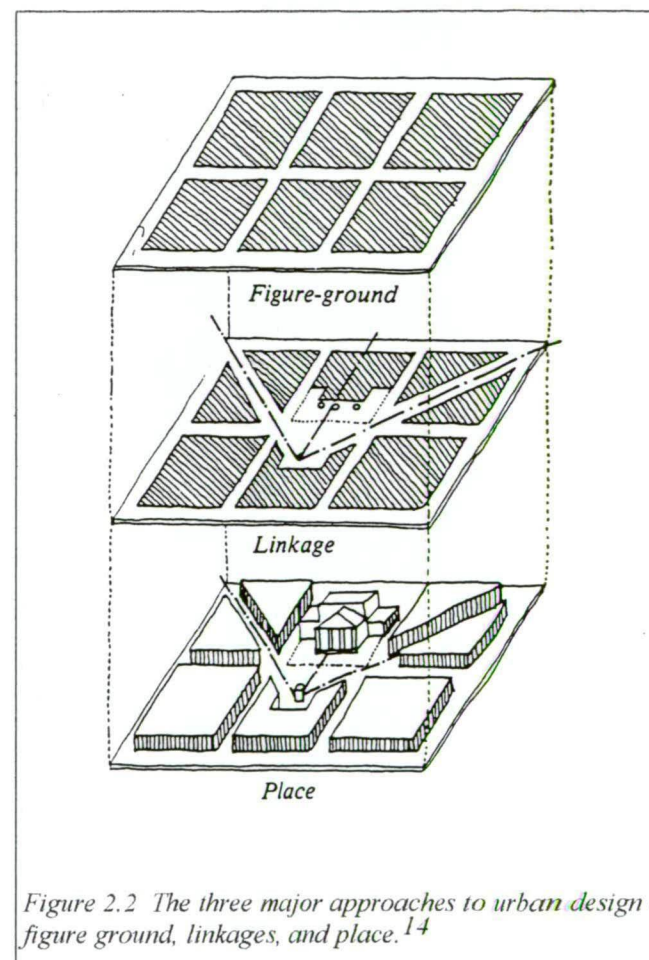


Figure 2.2 The three major approaches to urban design - figure ground, linkages, and place.¹⁴

Linkage theory is derived from patterns of circulation within spaces. The fundamental premise is that movement systems, such as streets and footpaths, take precedence over the patterns of static solids and voids. Linkage theory is achieved by studying

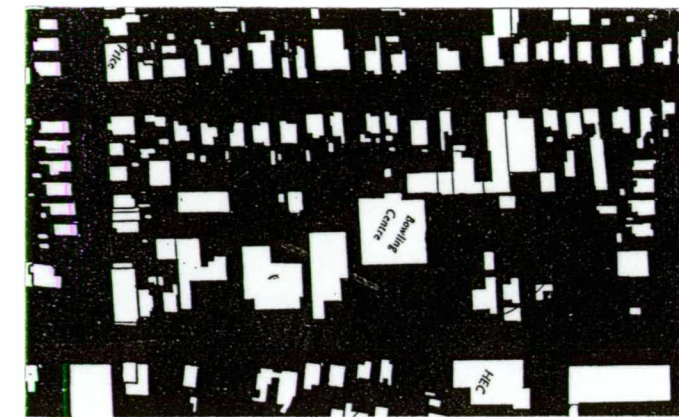


Figure 2.3 Figure ground drawing of the Moonah shopping strip north of Hobart.

the dynamics of urban form and analysing which movement patterns are strongest. It is argued that by designing the links between the important nodes development can be controlled in a rational way. In rural settlements this way of ordering spaces predominates with most development expanding, often linearly, along major roads. The advantage of linkage theory is that spatial design is based upon the working patterns of urban spaces, however it does not facilitate the creation of quality public space. This theory is strongly based on the need for modern cities to deal with the popularisation of the private car, which has been a significant factor in the relegation of pedestrian importance in urban design.

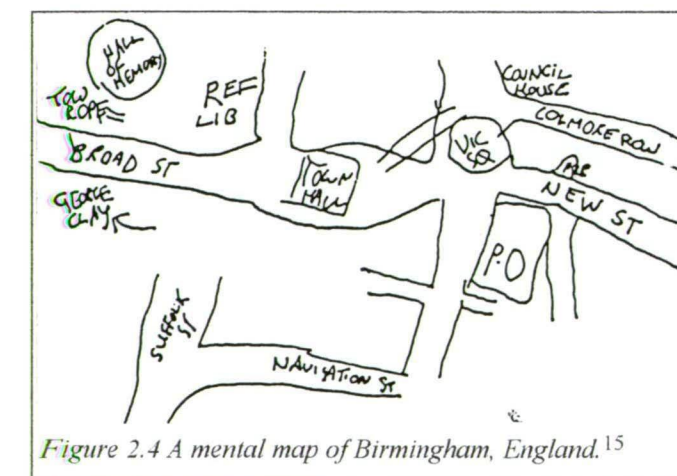


Figure 2.4 A mental map of Birmingham, England.¹⁵

Unlike the figure ground and linkage theories, place theory views the urban environment from a humanistic perspective, rather than efficacy or patterns alone. It views people as the most

¹²op. cit.

¹³Trancik, R.

P.I.R.G. pg.92.

Finding Lost Space - Theories of Urban Design, Van Nostrand Reinhold, 1986, pg.97.

¹⁴Diagram

Trancik, R. Fig. 4-1, pg.98.

¹⁵Diagram

Responsive Environment, pg.43.

important factor in spatial design, seeking to understand the historical, cultural, and natural context of the environment. It recognises that the spatial environment may be influenced by factors which are not physical, such as religious values.

It was found that a 'mental map' is formed where particular places of importance form the orientation points by which other places can be found. Kevin Lynch the principle proponent of 'mental mapping' (refer to figure 2.4), discovered that there are five basic elements which form human perception of urban space. These are paths, districts, edges, nodes, and landmarks (refer to figure 2.5). It is thought that by reinforcing existing elements, or ensuring that elements exist strongly contributes to a sense of place¹⁶. Other place theorists analyse urban spaces as a series of experiences, which should be reinforced and enhanced.

A criticism of place theory is the almost total dependence on the past events regardless of their original validity. Here the study of cultural values, and perceptions may be contradictory to the existing spatial patterns. The importance of place theory is that it considers a broader range of cultural issues than the figure ground and linkage theories.

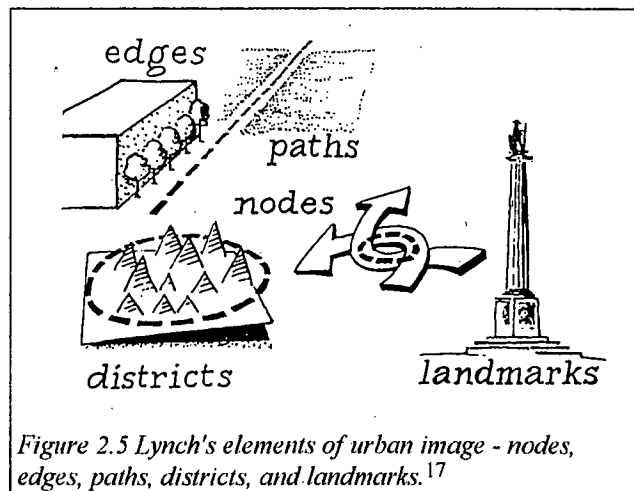
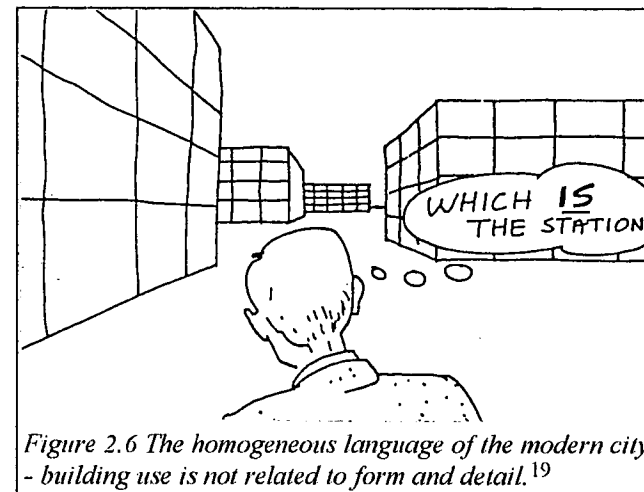


Figure 2.5 Lynch's elements of urban image - nodes, edges, paths, districts, and landmarks.¹⁷

Although Trancik argues that ideally urban design must draw from all three theories, the objectives of this study are heavily based in the analysis and design of place, but in particular the idea of language within both planning and architecture.

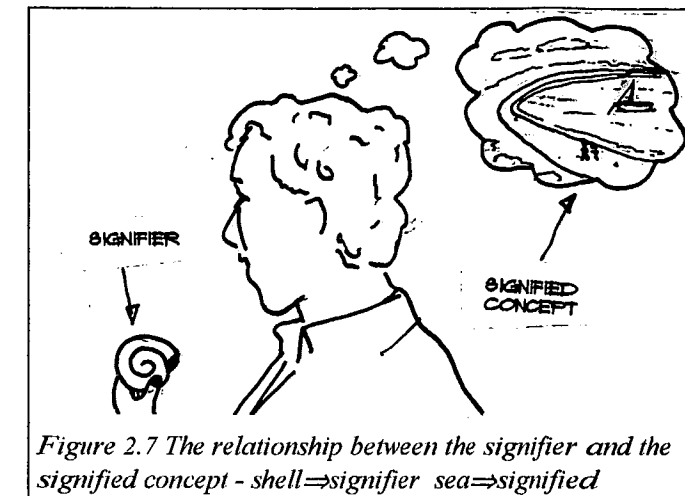
Language in urban form and detail is an extension of Lynch's idea of relating physical objects to cultural values. Language enables people to distinguish urban elements from one another. A church for example has identifying characteristics such as street prominence, stained glass windows, and a cross. Lynch found that modern urban areas were confusing to navigate because modern architecture resulted in a style common to all building types. In addition it was found that the patterns of the traditional city were eroded such that there was little distinction between public and private buildings and spaces¹⁸ (refer to figure 2.6). However to fully appreciate the concept of language in planning and architecture requires a brief discussion of 'semiotics', the architectural version of linguistics.



Semiotics is an important device for establishing the cultural links behind development. The study of language can be divided into three main areas: pragmatics, syntactics, and semantics²⁰. As its name suggests, pragmatic semiotics analyses the way in which the meaning of elements impact upon the users. Such as a building portico which communicates the location of the entry to a building. Syntax semiotics studies the relationship between elements, and how they can be combined to form greater meaning. Much as single notes if played together correctly can form music. The third and most important to this study is semantic semiotics, which looks at the way in which elements carry meaning. The mental link between a shell and the sea is an example.

¹⁸Diagram
¹⁹Diagram
²⁰Broadbent, G. *Responsive Environment*, pg.42.
Responsive Environment, pg.42.
The Theory of Signs in Architecture, Architectural Design, Vol.7, No.8, 1977, pp474-481.

There are always two parts to a semantic interpretation, known as the *signifier* and the *signified*. The signifier is the element, and the signified is the concept that the element evokes. (refer to figure 2.7) In the previous example the shell is the signifier, and the sea is the signified concept produced by the shell.



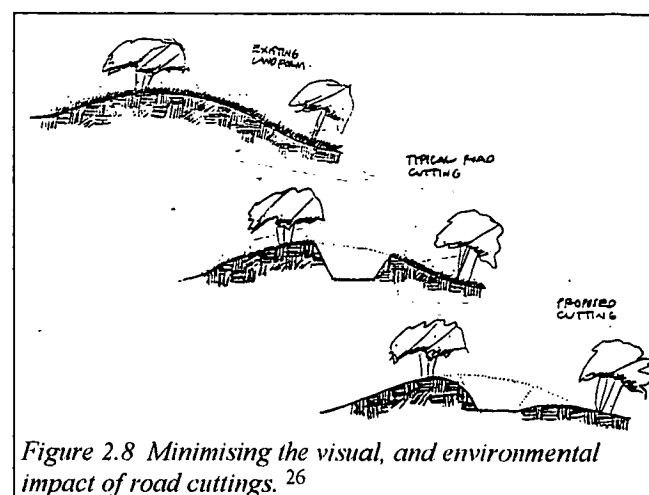
The relationship between the signifier and the signified can be broken down into three types, iconic, indexical, and symbolic. An *iconic* relationship is a direct physical association, for example a wooden carved dog sparks recognition of a real dog. An *indexical* relationship involves recognition of a particular circumstance, such as a wind sock indicating wind direction. Finally and most importantly to this study is the symbolic relationship. A symbolic relationship is one in which an element associates to a greater concept, such as a leaf to a tree. In holiday settlements the symbolic relationship can be used to determine the cultural background from which they are derived. Once this base is established the relationship between these elements can be combined to form a coherent language which is representative of the holiday culture.

2.3 PERCEPTUAL QUALITY AND DESIGN IN THE NATURAL LANDSCAPE

Natural resources and scenery are valuable assets as they provide enjoyment for the population in coastal holiday settlements. Yet permanent development and recreational use of these areas often jeopardises the very qualities that initially attract holiday makers. There is a growing awareness that coastal holiday sites are visited predominantly for the experience, and use of the

¹⁶Broadbent, G. *Emerging Concepts in Urban Space Design*, Van Nostrand Reinhold, 1990, pp227-228.
¹⁷Diagram *Responsive Environment*, pg.43.

natural environment²¹. There is, however, a tendency, based on traditional Australian values, to tame and domesticate the bush environment²². Scenic amenity is hard to protect as a resource, because of difficulties quantifying and qualifying its benefits, particularly as they are often not appreciated until they are gone. The scale of the landscape often means that a single visual intrusion can impact on kilometres of coastline. There is no such thing as a poor natural landscape²³ and it must be accepted that development will impact negatively on the environment. It is therefore, important to control and monitor the impact of development, by defining the scenic qualities of the coastal environment to ensure protection of the resource.



The theoretical starting point for placing values on the environment is not clear. Traditionally the environment has been seen in a humanistic way, as a resource for human use, but increasingly many believe that the environment has a right to exist above and beyond the requirements of humans²⁴. The outcome is similar, however, as both appear to have the preservation of the dwindling coastal landscape as an objective, despite having different purposes.

The primary difficulty is often the degree to which development should occur, especially remote sites. Avoiding this issue, current design philosophy aims to achieve higher quality and minimise the environmental impact of development²⁵ (refer to figure 2.8). The way in which a landscape is perceived is influenced by individual values, which are constantly changing in response to the environment. There is also a spiritual quality to the environment which cannot be measured but is felt by everyone to varying degrees. It is from this unstable platform that decisions must be made regarding the future landscape quality of holiday settlements.

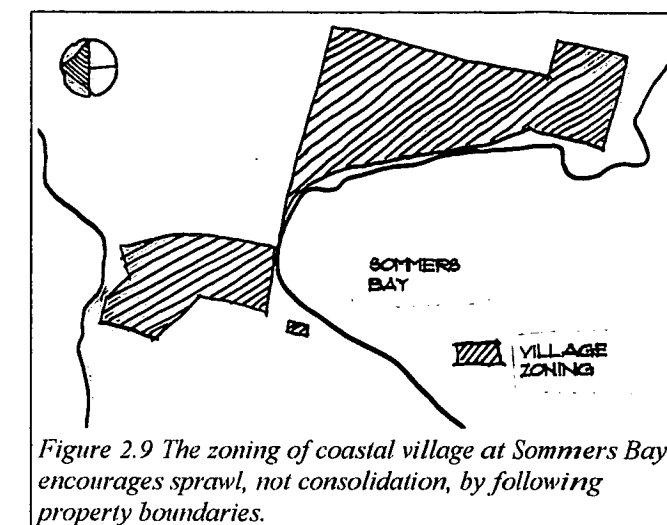
It is important to consider that the perceived environment is not just visual, but an ever changing response to a wide range of

stimuli. Perceptual quality is the pleasant stimulation of a persons sight, smell, and hearing by a constantly emitting environment²⁷. Many have endeavoured to quantify aspects of the environment but these have met with little success, as perceptual value of particular elements depends completely on individual responses. Hence striking features such as mountains and lakes receive high value whilst the featureless plains, or swamps are given low value. This may result in areas of high ecological significance, but low scenic value losing protection and consideration within the coastal development process. This argument also questions the concept of special area zones, such as nature reserves and parks, because "unspecial areas" are similarly ignored due to their low perceptual qualities²⁸. Understanding the perceptual quality of an environment needs to be seen as a continuum without elemental definitions contrived from individual values.

It is difficult to define the parameters for individual elements, such as hill top reserves, and many opt for preservation of the status quo. Often in planning there is little rationale involved in environmental preservation and development. Zoning of land more often than not follows the line of existing property boundaries, and rarely considers the effects of future subdivision (refer to figure 2.9). This particularly occurs in rural areas where the rate of development is often slow.

It has been long recognised that traditional forms of subdivision are not site responsive²⁹ and issues including water catchment,

soil quality, and the biodiversity of species should influence the development of the landscape.³⁰ On a smaller scale the widths of creek reserves, coastal reserves, scenic corridors are all derived from an arbitrary basis. The danger with this approach is that the environment becomes simply a stage-set for human development. Scenic amenity needs to be far more than stage-setting, and requires an approach that preserves its integrity both as a resource and as an environmental entity.



Although there are varying individual perceptive values of the landscape are there some truisms that can serve as parameters for identifying perceptive values. They are:

- that the values of individuals place upon an environment are not fixed;
- that some qualities of the coast, if destroyed, are permanently lost and;
- development will always result in some impact on the environment.

It is ironic that the individual lot owners who have the most to gain from an attractive location are apathetic or anaesthetised by adverse changes to their environment³¹. Development that may first appear out of place gradually becomes familiar as the past is slowly forgotten. Also as development is mostly incremental, 'change itself' may be constant and familiar. These changes to the environment may not all be permanent, but they may last a long period of time, such as housing development, carparks, and

²¹op. sit. P.I.R.G., pg.114.

²²Goodsir, B. *Designing and Building In the Non-urban Context*, Architecture in the Wild, R.A.I.A., Education Division, 1989. pg.89.

²³op. sit. P.I.R.G., pg.129.

²⁴Lines, W. *Taming of the Great South Land*, Allen and Unwin, Sydney, 1991, pg.275. (et.al).

²⁵de Gryse, G. *Landscape at the Edge of the Wilderness*, Architecture in the Wild, R.A.I.A., Education Division, 1989, pg.52.

²⁶Diagram de Gryse, pg.55.

²⁷op. sit. P.I.R.G., pg.115.

²⁸op. sit. P.I.R.G., pp.115-116.

²⁹Howlett, R. *Residential Densities in Rural Areas*, Australian Planner, Vol.26, No.1, March 1988, pg.32.

³⁰Cosier, Fitzpatrick, & Harris,

Catchment Yield Analysis an Aid to Residential Subdivision Design, Australian Planner, Vol.28, No.4, Dec. 1990, pg.30. et. al.

³¹op. sit. P.I.R.G., pg.124.

roads. It is important to realise, however, some impact is necessary in order to achieve the experience of the coast currently enjoyed. Other coastal development may cause permanent damage, such as the loss of sand from beaches, and soil erosion.

From the assumption that 'the natural environment is an important part of the recreational lifestyle in holiday settlements'³², the above truisms suggest that the only constant in the development equation is a fragile environment. This indicates that the starting point for development should be site responsiveness, with a view to minimising environmental impact.

It is likely that the general public would strongly react to increasing restrictions on land use particularly in holiday settlements, as expectations of regulation are lower. Many coastal residents, would agree that there is an urgent need to address issues of scenic amenity³³. Yet despite this contradiction it remains difficult to protect scenic quality due to poor recognition of its value.

2.4 CONTROLS INFLUENCING CHARACTER

The two major approaches when defining character in planning are; 'implied character' through use zoning and 'designed character' through physical control. Land use can, for example, be defined as 'commercial' and related to a specific 'zone'. This results in a character generated by a monopoly of a particular use type (for example a Central Business District). Conversely the character of an area can be defined first and then different use types left to conform to that character, such as a historic tourist village.

Modern planning schemes attempt to blend the two by broadly defining the desired character of particular areas, and then using land use zoning to achieve this character. As land use has no physical form, controls are used which 'sculpt' the overall form of development, such as density limits, height restrictions and setbacks. The fault with this system is that it assumes particular use types have physical characteristics which distinguish them from one another and that these physical characteristics are desirable. The controls that govern physical characteristics are

commonly known as aesthetic controls, a term which belies its strong relationship to the creation of urban form and character.

2.4.1 Government Aesthetic Control and Design Review

A recurring difficulty in achieving aesthetic regulation in development appears to be the unwillingness of the national government to comprehensively support local government. It appears that national governments relinquish the power of aesthetic control to local government, but do not indicate how this is to be achieved³⁴. Control over development is a politically difficult decision, as promoting conformity within a community of independent values often results in the restriction of rights. The role of politics in this situation often de-rails the introduction of greater planning control.

To protect against developments which can potentially enrage public opinion the loose concept of visual amenity is often used to give the illusion that visual control is present (refer to figure 2.10). This is evidenced by the absence of aesthetic considerations from state planning appeal decisions and the lack of legal integrity in planning scheme clauses³⁵.

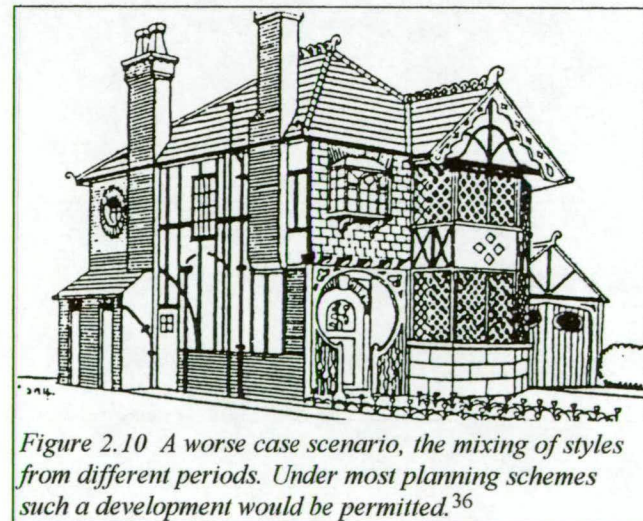


Figure 2.10 A worse case scenario, the mixing of styles from different periods. Under most planning schemes such a development would be permitted.³⁶

Restraint in aesthetic control has been an argument put forward powerfully by the architecture profession. Architects often

³⁴Punter, J.

A History of Aesthetic Control - Part 2, Town Planning Review, Vol.58, No.1, 1987, pg.54.

³⁵Clark M.

Desired Future Character Statements - Friend or Foe, R.A.P.I., Tasmania Seventh Schedule, Vol.7, Dec. 1993.

³⁶Diagram

Punter, J. *A History of Aesthetic Control - Part 1, Town Planning Review*, Vol.57, No.4, 1986, pg361.

believe it is their role to protect the visual amenity, despite the perceived large gap between professional and lay opinions on 'tasteful development'. The architecture profession correctly see aesthetic control as important for promoting a contextual conformity which at times may be violated by client control. There has been considerable resentment towards planning refusal, or restriction, on aesthetic grounds by architecturally uneducated, contextually conservative planners.

This stronger contextual base within local government has resulted in greater difficulties for architects in gaining approval for individualist designs. However the claims of architects as arbiters of public taste are questionable given that the values of architects are shared by a small percentage of the general public³⁷ (refer to plate 2.2). It is ironic that many historical architectural designed buildings and townscapes were conceived under similar master plans, or verbal regulations, to which architects are opposed³⁸.

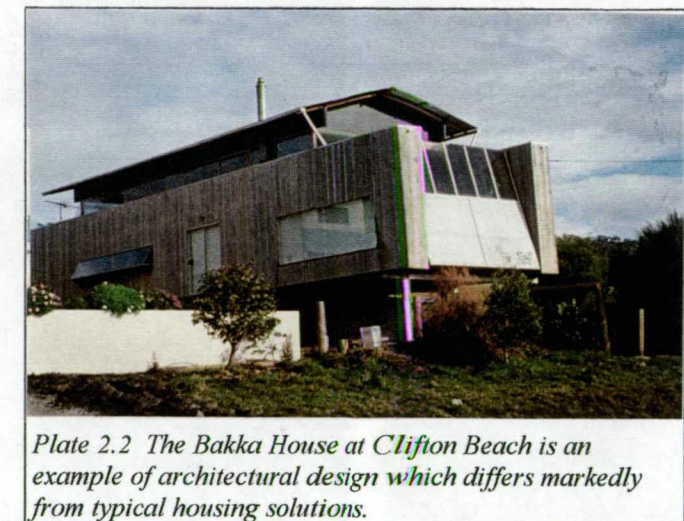


Plate 2.2 The Bakka House at Clifton Beach is an example of architectural design which differs markedly from typical housing solutions.

An increase in aesthetic control may decrease the conflict between architects and local government, by firstly regulating macro-design issues such as street frontage, and roof pitch, thus allowing the architect to concentrate on expressive detail, and secondly by raising the general awareness of aesthetic issues.

There seems to be an acceptance by governments that defining the building envelope will ensure acceptable visual impact. The consistent view of governments has been while size and bulk are

³²op. sit. P.I.R.G., pg.86.
³³op. sit. P.I.R.G., pg.126.

³⁷Ibid.

Punter, pg.54.

³⁸Scheer, B. & Preiser, W.

Design Review - Challenging Urban Aesthetic Control, Chapman Hall Inc., New York, 1994, pg. vii.

valid considerations, matters of detailed design are not³⁹. This seems to have occurred because of the impact of development decisions on immediate neighbours, such as solar access, and privacy. Privacy, an accepted control in planning is equally as difficult to assess as aesthetic impact.

It may be argued that the lack of consideration of aesthetic detail promotes variety and individual expression, but it also allows ill considered design, which once constructed is on public exhibition for the life of the building. Some aesthetic elements may be easily revamped, but others, such as window proportions are difficult to alter. The scope for creating an extreme public distaste, through colour, texture, bulk, shape, disproportion, decoration, and the mixing of styles, is often only addressed in areas of historical significance where a distinct context already exists.

The subjectivity, and difficulty in design review makes it vulnerable to political influence. With general design guidelines it is possible for motivated parties to use design rhetoric to either argue for or against proposals, above the knowledge of lay representatives⁴⁰. Politically aesthetic control is used to either promote or restrict growth, and this power can be used to force issues beyond design, such as carparking. The personal nature of aesthetic judgement also often counters considerations of the public benefits. Review panels often tend to consist of groups of individuals protecting the value of their personal property rather than independently protecting the public interest. This can result in the design review process being an emotive exchange between frustrated developers and a frightened community, which draws attention away from the real issue of improving design standards.

The legal process of design review often results in limited consideration of aesthetic issues. The laws controlling aesthetics in design are often vague in comparison to other planning controls such as boundary setbacks and height (refer to figure 2.11). Although these too may be discretionary, an appeal board will be more likely to determine proposals on physical code grounds than upon professional opinion⁴¹. An architect is also likely to make any aesthetic changes required to obtain a final

approval for a development, regardless of the effect on design quality. Design guidelines although suggesting a range of criteria to be addressed, do not limit the criteria of review panels, and do not translate well into law. The result is that designers often feel sabotaged by unclear language, and unclear intentions of such guidelines⁴².

R30 The Lower Sandy Bay Precinct

The environmental character of the precinct should be derived from the existing high quality of development and the mature gardens of the many early residences. New development in these older building areas should respect the existing pattern of boundary setbacks and be of similar height and bulk. Residences in the newer subdivisions above Churchill Avenue should be characterised by large houses to take advantage of the panoramic views of the city. Where possible the views and amenity of adjoining properties should be preserved.⁴³

Figure 2.11 A typical desired future character statement from the City of Hobart Planning Scheme 1982. New development must conform to the existing context where relevant, but no 'vision' is given for the establishment of new contexts.

Holiday settlements in Tasmania have been largely uninfluenced by Federal and State policies regarding design control. In 1992 the Federal Government assembled a comprehensive set of guidelines for urban development called 'Amcord Urban'. The guidelines are only aimed at inner city areas⁴⁴ and therefore are not relevant to this study. The effect of the higher density detached housing promoted by this document on rural development is unclear. There is a danger that such a consolidation model could be used as a basis for the planning of holiday settlements, which would be inappropriate. The State government, despite the recent release of a coastal policy, have not addressed the issue of holiday settlements other than the promotion of consolidation of existing settlements. Instead the responsibility for detailing planning control is passed to local government which have wide powers for developing these controls⁴⁵. The exception to this is the Parks and Wildlife - Department of Environment and Land Management which have incorporated appearance codes for shacks located in World

Heritage Areas. Land leased from the Government and development stipulations are drawn up as part of the individual lease agreements based upon guidelines in the Wilderness and World Heritage Area Management Plan 1992⁴⁶.

2.4.2 Private Aesthetic Control

Covenants are perhaps the most popular method of controlling physical form and detail beyond planning schemes, yet they are often neglected by the planning process. Covenants are legal conditions attached to a title of land, or lease agreement, which can restrain use or development by future owners⁴⁷. In Tasmania the placing of a covenant requires a simple amendment to the title, however the removal of a covenant requires the often complex process of obtaining the agreement of all adjoining land owners. Covenants are often excluded from the planning process as the responsibility lies with the developer to supply title information. Details of a covenant may not be immediately obvious, especially if the relevant information is unknown to the owner. A search back to the original title deed may be required to uncover a covenant. Although covenants are typically simple, developers have used this form of restriction to ensure the future character of a development, and maintain property values, particularly in building estates⁴⁸.

2.5 DESIGN CODES AND THE SEASIDE EXAMPLE

The holiday settlement of *Seaside* is a recent example of creating place through the use of design and planning control. During the early 1980's a real-estate developer commissioned architects Andres Duany and Elizabeth Plater-Zyberk to create a medium scaled resort town on the coast of Florida's long promontory jutting out into the Gulf of Mexico. The profile of this project is high largely because it has stimulated debate both on aesthetic control in planning, and classic revivalism in architecture. The architects of *Seaside* used a combination of stringent codes and careful detailing of public space to achieve the qualities of the traditional American town. Duany and Plater-Zyberk have since continued to refine the approach of *Seaside* and have extended into city and regional planning.

³⁹op. sit.

⁴⁰op. sit.

⁴¹op. sit.

Punter, pg.55.

Scheer, B. & Preiser, W. pg.3.

Scheer, B. & Preiser, W. pg.6.

⁴²op. sit.

⁴³Hobart City Council

⁴⁴Australian Government

⁴⁵LUPA Act

Scheer B. & Preiser W. pg.6.

City of Hobart Planning Scheme, 1982, pg.36.

Amcord Urban Guidelines for Urban Housing - 2 Draft Code for Urban Housing, Australian Government Publishing Service, Canberra, Oct. 1992, pg.3

Land Use Planning and Approvals Act, Part 3, Division 1 - Preparation of Planning Schemes, Section 20, No.70, 1993, pg.12.

⁴⁶McKendrick, R.

Department of Environment and Land Management - Telephone interview.

⁴⁷Lawrence D.

Modern Methods of Valuation of Land, Houses, and Buildings, The Estates Gazette Limited, London, 1972, pg.41.

⁴⁸Ibid.

Lawrence, D. pg.41.



2.5.1 Philosophy Behind Duany Plater-Zyberk Town Design

The impetus for Duany and Plater-Zyberk's new planning approach has evolved from what is seen as a critical deficiency of modern suburbia. The suburb is seen as a victim of its own success. Duany and Plater-Zyberk argue that unprecedented growth has resulted in the suburb losing a major quality of both city and country living - the sense of community. (refer to figure 2.12)

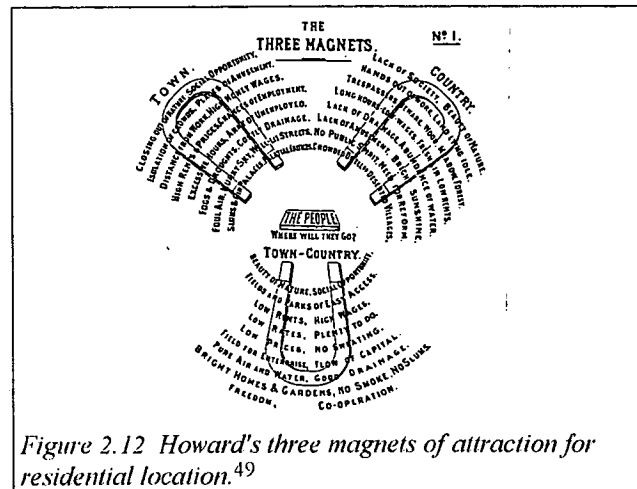


Figure 2.12 Howard's three magnets of attraction for residential location.⁴⁹

Modern planning has the suburbs placed as feeders to the city without acknowledging that such typologies need to have a community focus for themselves. In an age of instant communication and mobility Duany and Plater-Zyberk believe that physical proximity is no longer essential for urbanity⁵⁰.

There is an acknowledged return to the ideals of the 'Garden City Movement', which advocated the splitting of overgrown industrial cities into many self sufficient, spatially definable, railroad linked, communally owned, co-operatively administered, discrete settlements⁵¹. Duany and Plater-Zyberk also believe, that scale and spatial organisation of the traditional town, is the building block of human settlement. They attribute the failure of the Garden City Movement to the poor implementation of its ideas. Believing that the large scale political, social, and physical reform needed for the vision to be realised is unnecessary. The architects of Seaside argue that the same sense of suburban community can be achieved from design at the grass roots level in consultation with the developer.

Duany and Plater-Zyberk maintain that since many suburban subdivisions are on a scale exceeding the size of traditional towns these developments should be planned as towns in their own right. Importantly the architects of *Seaside* discovered that the most influential designers of modern urban form were individual developers, and not government agencies. Duany and Plater-Zyberk have responded to this by acknowledging the needs of real-estate within their design process, and using good town planning practice as a saleable commodity.

The concept is that by attaching a desirable context to a plot of land the value of that plot is increased. Although this concept in itself is not new, the scale and complexity of this initiative is unique in modern town planning. Duany and Plater-Zyberk use traditional architectural presentation methods to sell the town design first to the developer, and finally the consumer. This achieves a land value well above its previous market value.

The design principles behind the creation of the above codes have been formulated through the study of typical American townships. They were thought to have the spatial character and sense of place desirable in the creation of new towns. The Duany and Plater-Zyberk design strategy aims to form a geometrically defined centre which radiates an interconnected street pattern, responding to topography and particular site characteristics. The towns are planned around a radius of 400m which equates to a five minute walk from the outermost lots to the town centre and street blocks are generally kept less than 70 metres x 180 metres to ensure lots have adequate frontage⁵². The streets have a deliberate hierarchy which reflects their importance within the community and reinforces the building types which define them. (refer to figures 2.13 - 2.16⁵³) Commercial activities are concentrated in the town centre whilst civic spaces and buildings are dispersed throughout the town to create legibility and focus. The classical vista to a building of public significance is a strong element of Duany and Plater-Zyberk's designs. The key to translating the character of traditional American towns to *Seaside* lies in dictating the form through the medium of language. This is successfully achieved through the use of design codes⁵⁴.

2.5.2 Design Codes and Policy

The tools of development control used by Duany and Plater-Zyberk consist of a series of A1 drawings, which is a reaction against the confusing and legalistic style of many modern planning schemes. The graphic nature of the codes are designed to be easily followed by lay people whilst the prescriptive nature makes interpretation by other designers a simple process. There are five basic panels to the documentation: a Regulating Plan, Urban Regulations, Architectural Regulations, Street Types, and Landscaping regulations.

1. *Regulating plan* - This panel assigns building types to particular lots, designating public spaces and civic buildings, and identifying particular street types. (refer to figure 2.17⁵⁵)
2. *Urban Regulations* - This panel defines the different building types through a series of building elements: the yard, the porch or balcony, possible outbuildings, parking, and height. These elements all have their positions on the site dictated, including more detailed specifications such as the proportion of these elements to lot size. (refer to figure 2.18⁵⁶)
3. *Architectural Regulations* - This panel controls the finishes and visual emphasis of the building elements, such as walls and roofs, in order to produce a sense of harmony between the building types. This also regulates the detail of the building types by the specification of particular items such as construction details, minimum timber sizes, door latch types, and the range of acceptable paint colours. (refer to figures 2.13 - 2.16, and 2.19⁵⁷)
4. *Street Types* - The object of this panel is to show the proportion of street width to building height, carriage widths, off street parking and parking provisions, tree location and footpath widths. There is usually a range of street types depending on the building type and density. (refer to figure 2.20⁵⁸)
5. *Landscaping Regulations* - These regulations specify the planting for both public and private land with the aim of reforesting the town and protecting the habitat of local

⁴⁹Diagram,

⁵⁰op.sit.

⁵¹Ibid.

Howard, E. Garden Cities of Tomorrow.

Duany, Plater-Zyberk, pg.11.

Duany, Plater-Zyberk, pg.12.

⁵²op. sit.

⁵³Diagram

⁵⁴op. sit.

Duany, Plater-Zyberk, pg.21.

Mohney, and Easterling, *Seaside - Making a Town in America*, Princeton Architectural Press, 1991, pg.97.

Duany, Plater-Zyberk, pg.17.

⁵⁵Diagram

⁵⁶op. sit.

⁵⁷Diagram.

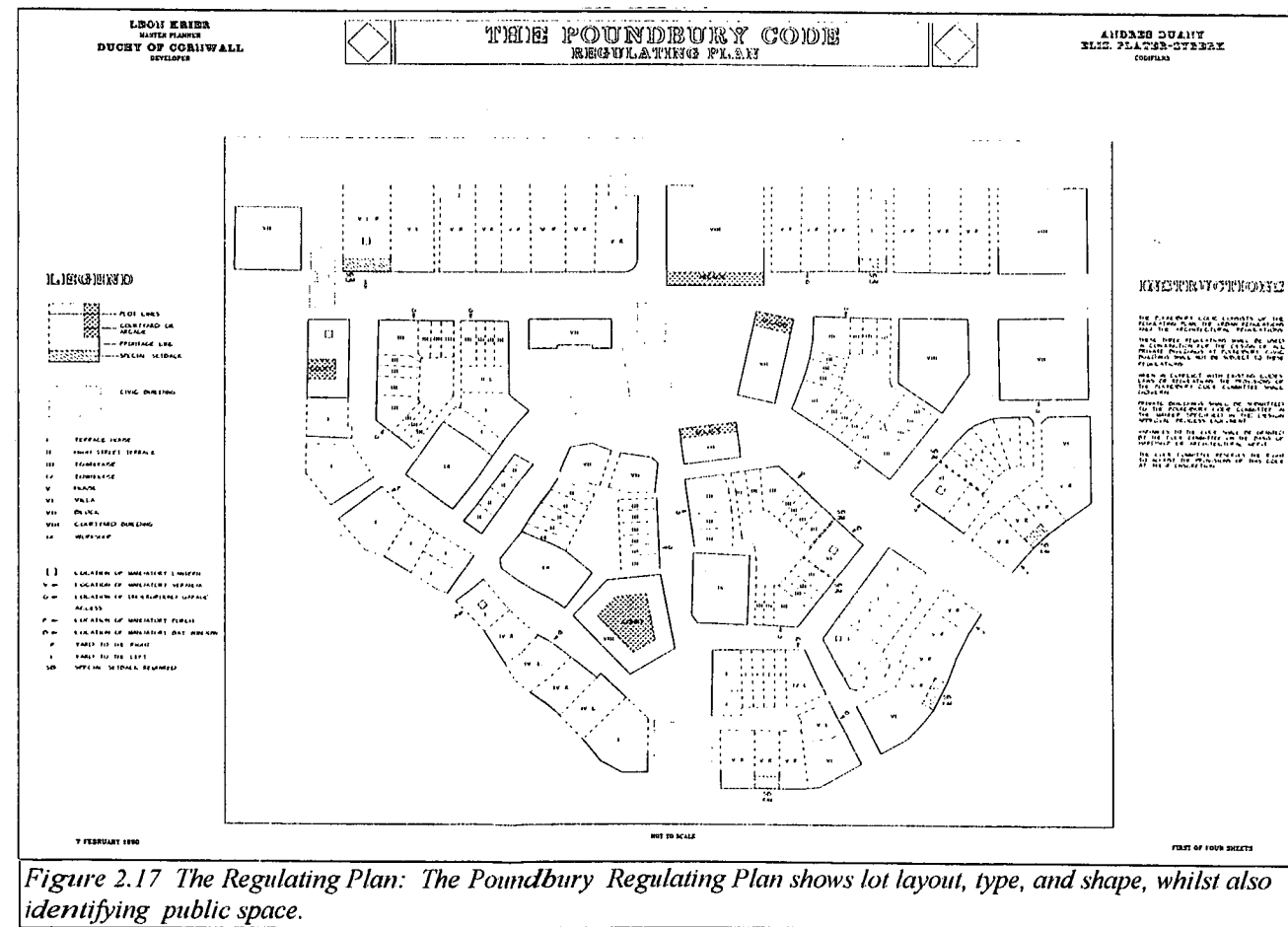
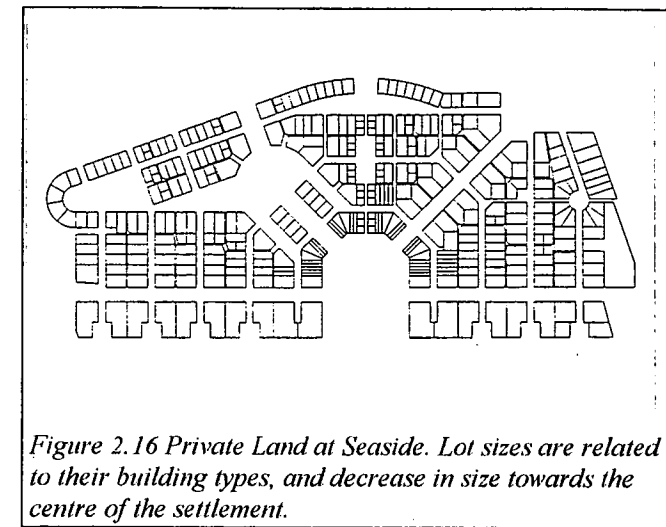
⁵⁸op.sit.

Duany, Plater-Zyberk, pg.101.

Mohney and Easterling, pg.99.

Diagram, Duany & Plater-Zyberk (pp100)

Duany, & Plater-Zyberk, pg.101.



Duany, & Plater-Zyberk, pg.100.
Mohny, and Easterling, pg.64.

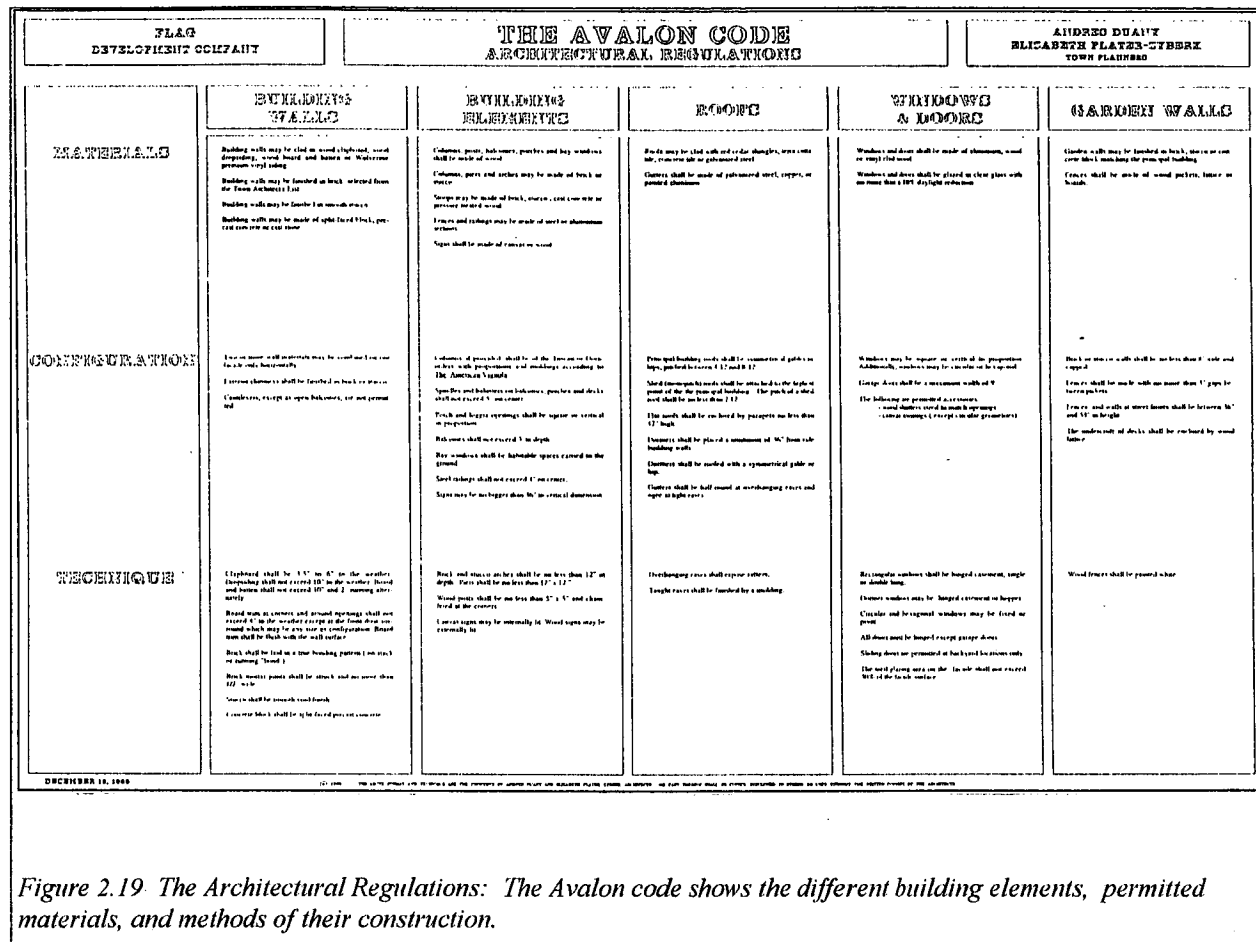


Figure 2.19 The Architectural Regulations: The Avalon code shows the different building elements, permitted materials, and methods of their construction.

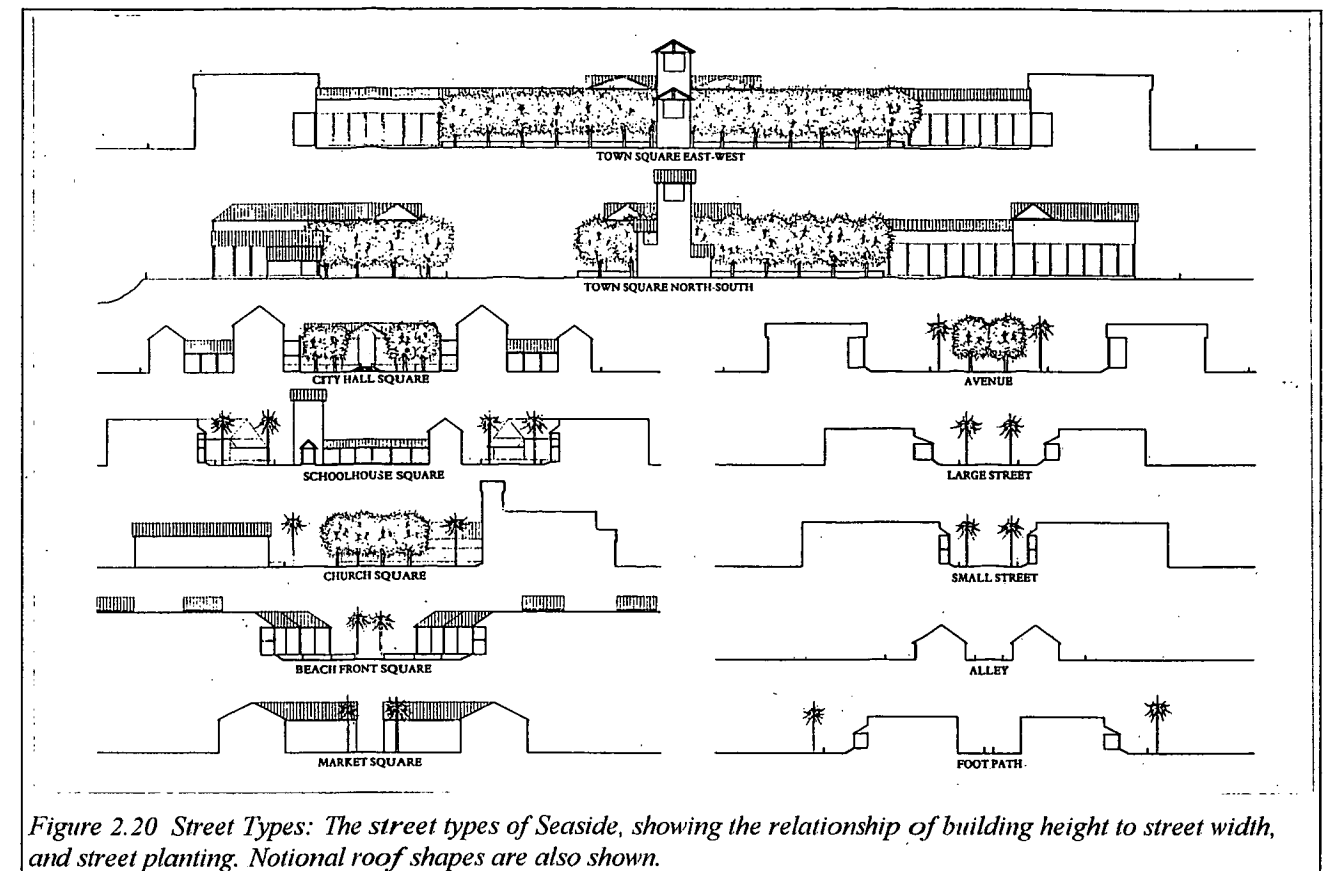


Figure 2.20 Street Types: The street types of Seaside, showing the relationship of building height to street width, and street planting. Notional roof shapes are also shown.

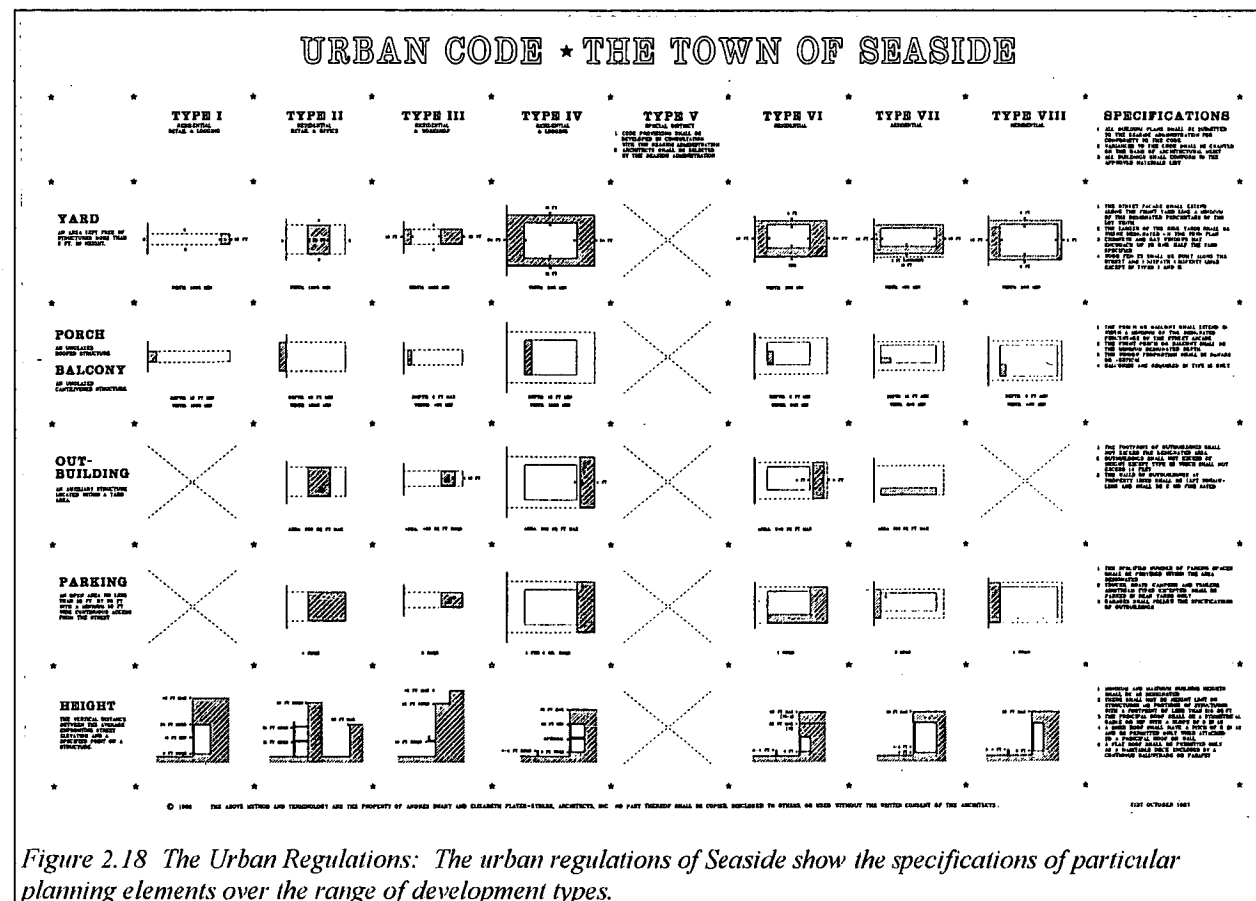


Figure 2.18 The Urban Regulations: The urban regulations of Seaside show the specifications of particular planning elements over the range of development types.

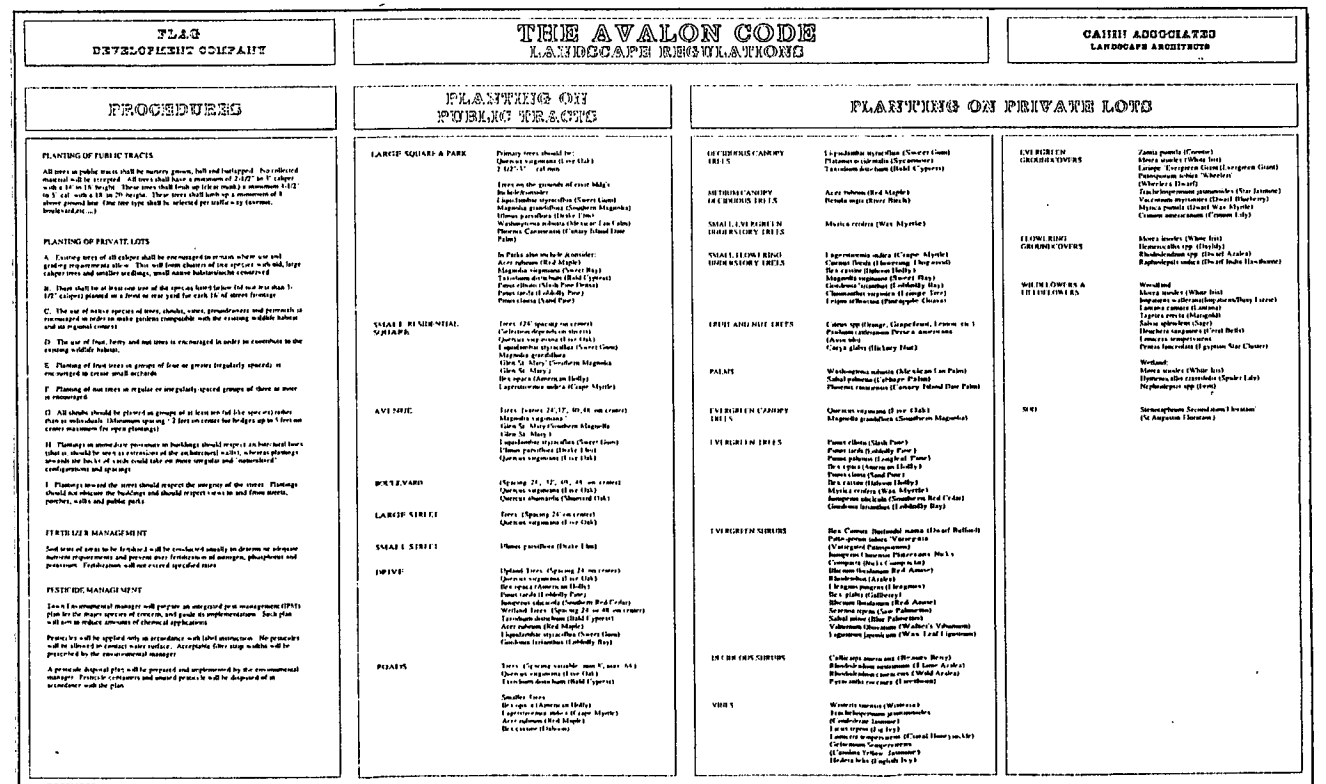


Figure 2.21 Landscape Regulations: The Avalon code shows the landscaping requirements for both public and private lots. Species specified include ground cover, shrubs and trees.

The danger with over regulation is dull repetition and lack of individual expression. The design codes of *Seaside*, whilst strict in detailed requirements, allow a large degree of flexibility within the regulations. All regulations are discretionary if there is a demonstrated architectural reason for breaking the code, but very few designers or residents of *Seaside* have used this provision⁶¹. Design is also required for specified details. The *Seaside* Architectural Code dictates that specific housing types must have a white picket fence of different design to all others on the same street. (see plate 2.3) This idea strongly promotes individual expression and character within urban development, and may encourage the design of other unspecified details. In this way it is possible for individual home owners to contribute to the overall environment through conformity to a considered plan whilst adding to the character of the town through individual responses.

The success of implementing the rigorous *Seaside* codes appears to derive from a continuing control by the developer himself. Although information on the administrative process of *Seaside* is scanty, it is known that all proposals are assessed by the 'Town Architect', a position held by an architect or student architect living within the town. It seems that this position is similar to the position of a Council Development Control Officer in that the limit of the responsibility is only to assess compliance with the code. If problems occur it appears that the developer is consulted to either enforce the code or to mediate a solution. It is likely the developer's power comes from a type covenant linking the land to the code, and the code to the developer. The developer, who played a crucial role in protecting the integrity of Duany and Plater-Zyberk's overall design, was aided in this cause through his design literacy.

2.5.3 Criticisms

The conditions which produced the town of *Seaside* are uncommon in typical urban development. *Seaside* was developed by a single land owner with the required eighty acres of high quality coastal land. The site had immediate access to an interstate highway. The developer was design literate, and the site was undeveloped, subsequently excusing the architects from any major contextual issues. The architects of *Seaside* had few

of the restrictions usually placed upon urban designers, which allowed for greater flexibility.

Typically a project of this size could require the agreement of many land owners, adhesions of titles, and potentially a complex administrative arrangement. Negotiations with Council would be required on road suitability, zoning and planning scheme amendments, and the impact on the surrounding community. None of these points preclude the application of *Seaside's* design process from elsewhere, evidenced by Duany and Plater-Zyberk's growing body of work in the planning of towns⁶², but they do indicate potential difficulties.

Despite the social concerns espoused by the architects of *Seaside* it must be realised that often the ultimate goal of development is to make a profit for the developer. Although *Seaside* appears to be a both design and commercial success with land prices ten and twenty times higher than neighbouring areas⁶³, there is a danger of cultural sterilisation by market forces. *Seaside* has been criticised for social inequity because the codes produce an architecture only suited for upper, to upper middle class Americans⁶⁴. Duany argues that this is only due to *Seaside's* current desirability⁶⁵. Also the capability to produce individual expression seems to rely on architectural interpretation of the design codes. Many owner builders would also find the construction difficult to perform and comparatively expensive. Projects such as *Seaside*, however, still fall under the umbrella of local government planning regulation and should be subject to the same social considerations as other development.

The *Seaside* codes take the focus of the town away from recreation in the landscape and towards the built form. Development in *Seaside* is unashamedly contrasting with the environment. The classical planning makes no attempt to follow site contours, and buildings are painted vivid colours rather than attempting to blend with the surroundings. The detailed codes also encourage permanent residency through the large retail sector, the size of houses, and provision of public services. The scale and boldness of the project is difficult to appreciate

without a full understanding of the American recreational context, which may help validate these design responses.

2.6 SUMMARY

In summary it has been established that when reviewing the design of holiday settlements wide ranging theoretical perspectives are required. Most holiday settlements are located in rural areas and are an integral part of those local communities. It was found that this relationship causes both problems and solutions. The coastal environment in which holiday settlements are located are a fragile resource of great social and natural worth requiring the impact human needs to be carefully and continually assessed. It has been established that the urban form of holiday settlements is related to the fundamental theories of spatial design, and that a balanced approach is required to achieve an environment with a strong sense of place.

Language was shown to be critical in the way that environments are perceived, and a valuable tool in the analysis and definition of urban form and detail. The implementation of detailed urban design was found to have difficulties. The refined development controls needed to define character seemed only achievable by consensus on broad guidelines, whereas effective controls commonly occur in privately drafted title covenants.

The effectiveness of both Government and community review panels to achieve better design practice was also found to be poor. Following this a detailed discussion of the American town of *Seaside* demonstrated that private planning control can be used to achieve both character and control in development.

⁶¹op. sit.

Mohney, and Easterling, pg.67.

⁶²op.sit.

⁶³Santi, C.

⁶⁴Ibid.

⁶⁵op.sit.

Duany, & Plater-Zyberk, pp.125-104.

Seaside: The Small City, Arbitare, No.276, July/August, 1989, pg.174.

Santi, C. pg.185.

Mohney, and Easterling, pg.72.

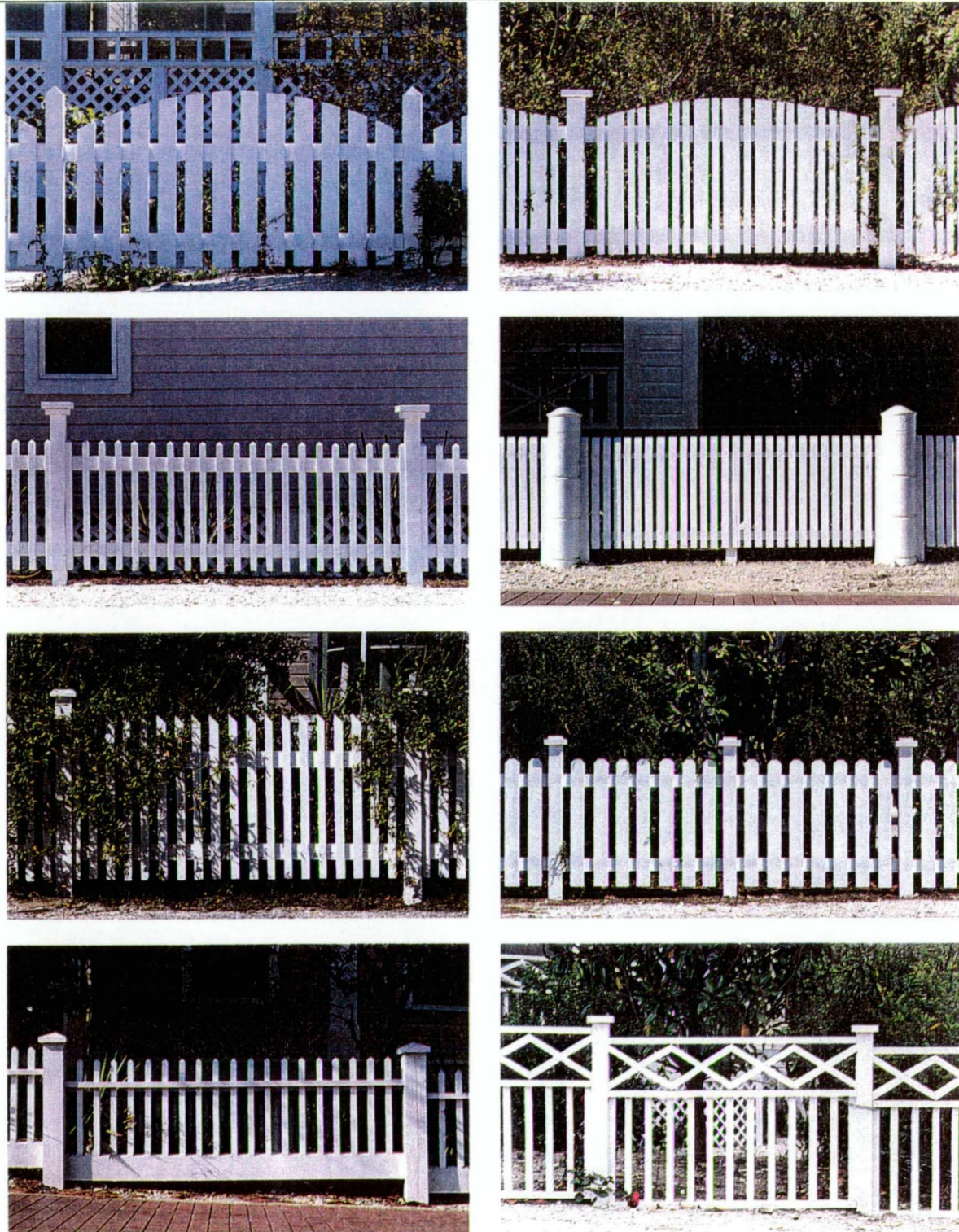


Plate 2.3 The differing picket fences at Seaside.

Chapter 3 Holiday Homes and Settlements

3.1 BACKGROUND

Holiday settlement planning requires a different set of parameters to those of other urban areas. The traditional unplanned nature of many holiday settlements has created an environment based on recreational necessity and not social amenity. Holiday settlements often have: no open space, mix pedestrian and vehicular traffic on the same carriage, route pedestrian paths between lots, and have little street lighting, or street furniture. Although these aspects indicate planning negligence, holiday settlements require a different planning emphasis than current broad scope planning approaches. The simple lifestyle of holiday home owners not only requires a relaxation of usual planning expectations but also an equally simple planning approach, based upon the needs of the recreational lifestyle and its environment.

Holiday settlements can have a variety of functions. The coastal rural environment enables residents to participate in activities, such as fishing and surfing, rarely performed in their urban environment. Importantly these activities are family oriented, allowing both adults and children to enjoy the recreation. The family an important element in the holiday home as it often becomes the annual meeting place for generations, and is sometimes co-owned by family members. The function of the holiday home, or lot can undergo change over the life cycle of the occupiers, generally becoming more developed with age. This becomes particularly important when regulating the type of development on holiday lots as it limits the natural evolution of the lot with its owners.

3.2 SITE FEATURES OF HOLIDAY SETTLEMENTS

The most common feature of coastal holiday settlements is beach access. Surveys have indicated that proximity to a safe and sandy beach is the most common requirement of holiday home owners⁶⁶. The beach is the 'town square' of the holiday settlement offering a range of activity options from sleeping to high energy water sports (refer to plate 3.1). In most cases the beach access is by foot, indicating that the focal status of the beach should dictate that walking times are a primary factor in

the planning of holiday settlements. This is reinforced by existing holiday settlements which have often developed in such a way that pedestrian access time to the beach is minimised.

Another common characteristic of holiday settlements is a context of natural scenery of high quality. The topographical nature of Tasmania's coastline often results in ocean beaches enclosed by hills or mountains. The 'Hazards' at Coles Bay on the East Coast (refer to plates 3.2 & 3.3), and Mount Clarke at White Beach are two examples. Holiday settlements rely heavily on their appearance and setting especially as traditional development has often been of poor quality. This has often resulted in attempts by planners to 'blend in' development by the use of natural colours. The bush context to holiday settlements also serves as a cultural contrast to the city environments. The high quality scenery is often privately owned farmland that is not fully utilised as a resource. The security of this scenery is often underestimated by holiday home owners and settlement developers.

The quality of access to holiday settlements from major population centres is an important factor in the location and growth of holiday settlements. In 1977, sixty four percent of Tasmania's holiday homes were located within a 100 kilometre radius of Hobart or Launceston⁶⁷, which suggests most holiday home owners were reluctant to travel for more than eighty minutes to their holiday home. As well, the majority of these holiday homes were located close to the 100 kilometre radius, which not only indicates a maximum but also a minimum preferred distance away from the city. The history of holiday homes in Tasmania suggests that major infrastructure, and technological advances have stimulated the growth of holiday settlements. The major growth periods of southern Tasmanian holiday settlements, for example, occurred in: the 1890's with the introduction of a regular steamship services, in the early 1920's and 30's due to the popularisation of the car, and in the 1950's with the building of a bridge across the Derwent River.⁶⁸

This demonstrates that the ease of access has a direct relationship with settlement growth and location proximity, and suggests that ideal travel times to holiday settlements should be a consideration of infrastructure management.



Plate 3.1 Recreational activity at Clifton Beach showing the range of activities, from low energy to high energy.



Plate 3.2 The Hazards, mountains forming a backdrop to Coles Bay, on Tasmania's east coast.

⁶⁶Thorne K.

Holiday Homes in Tasmania, Unpublished thesis, University of Tasmania, 1977, pg.23.

⁶⁷op. cit.

⁶⁸Mosely, J.G.

Thorne, K. pg.22.

Aspects of the Geography of Recreation in Tasmania, Unpublished Thesis, Australian National University Vol.1 & 3, 1963, pp.112-113

Meteorological conditions are also a significant factor in the location and popularity of holiday settlements. Aspects of weather such as temperature, rainfall, and wind exposure are the issues of importance in Tasmania, as the predominate source of most meteorological activity is south-westerly, therefore exposing the west coast to high winds and rainfall. For this reason the majority of holiday settlements are located on the east coast where the temperatures are relatively higher, and the annual rainfall considerably less. Weather influences most recreational activities, but especially fishing, surfing, water skiing, and sailing which are dependent on specific conditions.



Plate 3.3 White Beach on the south-east coast of Tasmania. Mount Clarke topographically defines the settlement.

3.2 PLANNING FEATURES OF HOLIDAY SETTLEMENTS

3.2.1 Planning Issues

The provision of services is the major issue in holiday settlement planning. The low level of servicing in holiday settlements, and their remoteness from the city cause low property values. These lots are one of the few options for lower socio-economic groups to fulfil the 'Australian dream' and own their own home and land. Reacting to resident demand, and a perceived need to encourage growth, Local and State Governments then increase infrastructure provision to these remote areas at great cost.⁶⁹ This only temporarily solves the problem as increased service provision raises land prices and rates, forcing the lower socio-economic groups to again seek cheap land. Studies have indicated that this problem is primarily caused by a shortage of

public housing in suburban areas⁷⁰. Councils have responded to the situation by restricting low cost, low quality housing options, and promoting the construction of high quality housing, under the Building Code of Australia.⁷¹ (see Appendix 3) Councils also have an infrastructure policy which assumes that given sufficient funds all development would be provided with the full range of infrastructure servicing. Holiday settlements do not require high quality infrastructure as the emphasis of recreational lifestyle is on low technology solutions to servicing, such as rainwater tanks, septic systems, outdoor barbecue cooking, and bush tracks. Hence there is a needless costly discrepancy in the way in which infrastructure and servicing is provided, which achieves few of the desired outcomes, and seriously threatens the recreational environment of holiday settlements.

Holiday homes are not recognised under either the Building Codes of Australia (BCA) or Local Government planning schemes, and therefore legally do not exist. These documents indicate that the holiday homes are simply a second dwelling, and should therefore be of the same quality. This approach ignores the use and culture differences between permanent dwellings and holiday homes. Primarily this is due to a tightening in engineering and environmental standards, which have demanded a quality of development requiring professional design, construction, and the latest technology materials. These regulations often conflict with the owner designed and built holiday homes constructed from recycled, low technology materials. This regulation has occurred in order to dissuade some low-technology practises, which damage the environment, create poor building stock, and risk professional liability claims against councils. Without an acceptance that there is a place for low cost, owner built, recreational development the regulatory documents will continue to encourage permanent style dwellings in holiday settlements.

The environmental impact of holiday home development is largely the result of disturbance and waste disposal. Disturbance of the landscape not only detracts from the visual appearance of the environment but also inevitably leads to weed invasion, soil erosion, flooding and fire.⁷² Similarly, the disposal of waste

often detracts from visual appearance, but may also cause algae blooms, water contamination, disease, and poisoning of wildlife⁷³. These problems are rarely the consideration of the planner, and are often left to engineers or other specialists to solve.⁷⁴ The implications of planning decisions, such as the route of roads, the location and size of lots, and use zoning, can have a dramatic effect on these problems. There seems to be an assumption that these problems can be coped with by a combination professional advice, and appropriate technology, irrespective of planning decisions. Despite this advice there is still a major impact by new holiday homes on the environment, which should be remedied by minimising both disturbance and waste problems before they occur.

3.2.2 Social Characteristics

Holiday settlements have a different social complexion to other forms of urban development. There are four social groups in the holiday settlement: tourists, retirees, rural residents, and alternative settlers⁷⁵. Holiday home owners are classed as tourists and are attracted to the area by the recreational and environmental resources of the area.

Retirement provides a radical increase in leisure time and the opportunity to choose a residential location free from work. As a result the retired often take the opportunity to live in an area of high environmental amenity, and with a history of personal enjoyment. Furthermore, retirees often have considerable capital, and time to spend on developing property. The dynamics of retirement development and its influence on rural settlements is an aspect of planning deserving of further study.

Rural residents are often connected with local rural business, or commute to work in the city. They are attracted to the area often by the same environmental amenity as the tourists and retirees. The final group, alternative settlers, like the retirees are free of location ties to work, but are often involved in craft based small business. Alternative settlers tend to occupy remote sites, and are attracted by the environmental amenity and low property values. Informal discussions with residents revealed that the different groups did not appear to communicate often and there was some conflict, particularly between rural residents and the alternative settlers primarily due to differing values.

⁷⁰Bradshaw M.

'Hobart's Eastern Beaches: A study of how low Income Households in Semi-Urban Areas,' M. Environmental Studies Thesis, Dept of Geography, University of Tasmania, 1992., *Garage - Sheds Outbuildings Policy*, Council By-law, 1996, (see Appendix 3).
⁷²op.sit.
DeGryse, G. pg. 52.

⁷¹Tasman Council

⁶⁹Tasmanian State Government *Tasmania's Coast - Footprints in the Sand: a Discussion Paper*, Dept. Environment and Planning, 1991, pg.36.

⁷³Ibid.

⁷⁴P.I.R.G

⁷⁵Murphy, P.

Tasmanian State Government, pg.36.
A Coastal Retreat, V.P.I.R.G., Monash University, 1977, pg.130.
Leisure and Coastal Development, Australian Planner, Sept. 1992, pg.145.

3.2.3 Urban Spatial Patterns

The urban development of holiday settlements is difficult to typify due to the site responsive nature of their growth. The pattern of development may be strongly influenced by the availability of land, national parks, or land use zoning. Yet there is an identifiable pattern of development, independent of these factors, present in a number of coastal settlements. This study has concentrated on present or former holiday settlements to the south-east of Hobart, particularly Opossum Bay, Lauderdale, South Arm, Clifton Beach, Lewisham, Dodges Ferry, Sommers Bay, and White Beach. These examples cover the spectrum of holiday settlement's size, and age in Tasmania.⁷⁶

Coastal holiday settlements tend to develop around beaches in distinct stages. The initial site selection may be the result of either the private recreation of the land owner, or land speculation. In the older holiday settlements land was either surveyed from Crown land for settlement purposes or simply squatted upon.

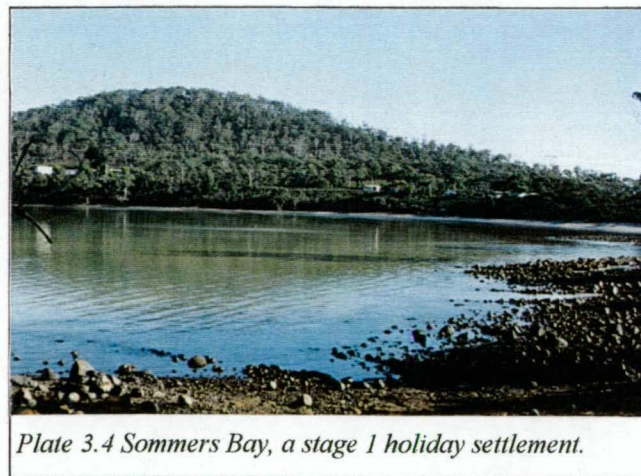


Plate 3.4 Sommers Bay, a stage 1 holiday settlement.

Stage 1

The first stage of development is following the initial access which is usually a bush track. The first holiday homes built often form a cluster at the closest end of the beach to the access point, which is at the end of the road at this stage. The end of the beach is often less exposed to onshore winds, and is close to the safest boat launching area beyond the surf. Lot sizes at this stage may be large, and residents traditionally constructed boat sheds along the foreshore. (see figure 3.1 & plate 3.4) Many stage one

settlements require access over private land and are hidden from the public.

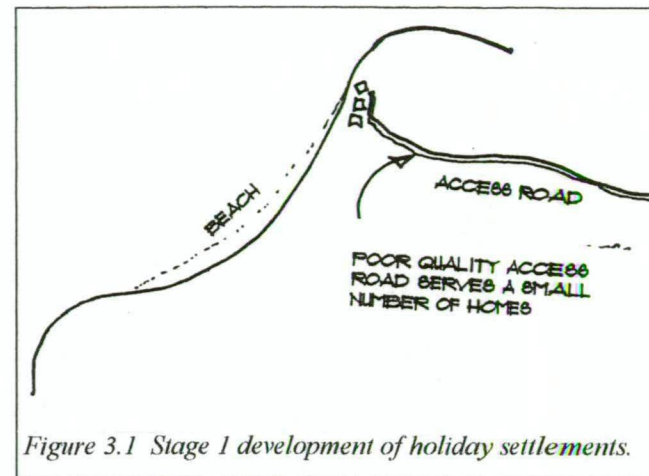


Figure 3.1 Stage 1 development of holiday settlements.

Stage 2

In the second stage of development a track is formed parallel to the beach which allows access to the other end of the beach. Holiday homes are then constructed on the end of this road, hereafter called the primary road, before development gradually spreads along the road forming a continuous line of development along the rear of the beach. (see figure 3.2 & plate 3.5)

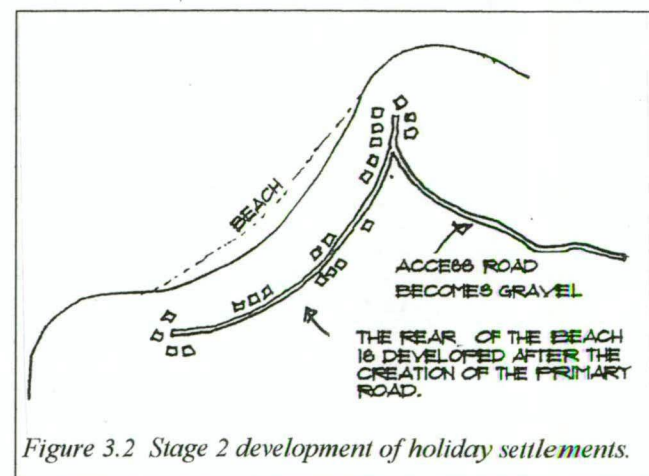


Figure 3.2 Stage 2 development of holiday settlements.

Stage 3

In this stage housing continues to develop along the primary road, but development begins occurring on the bluffs of the beach accessed by extensions of this road. These lots tend to be smaller, but the height of the bluff usually grants generous views of the bay. This stage of development is often described as

ribbon development⁷⁷, criticised for alienating the coastline from the public, and for disturbing the most fragile part of the coastal ecosystem. Development also begins to occur along the access road which at this point is usually sealed. (see figure 3.3 & plate 3.6)

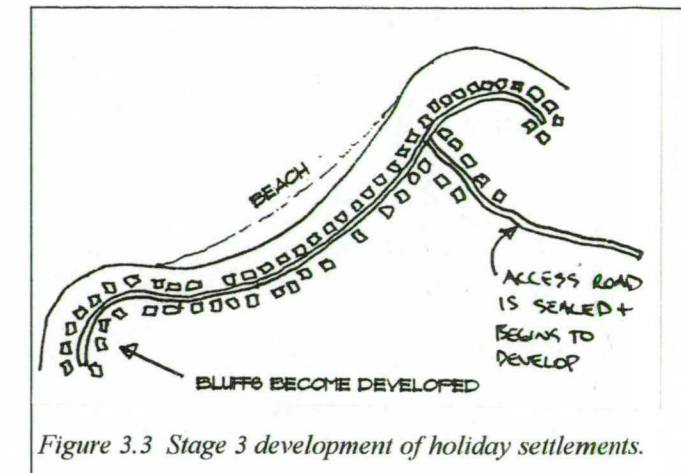


Figure 3.3 Stage 3 development of holiday settlements.

Stage 4

The final stage is characterised by development beyond the primary road. Secondary and sometimes tertiary roads appear both behind the primary road and on the bluffs. Secondary roads may form parallel to the primary road, such as in Lauderdale, or be a series of 'dead end' roads perpendicular to the primary road, such as Dodges Ferry. The primary road is usually sealed at this stage, and housing intensified along the access road. (see figure 3.4 & plate 3.7)

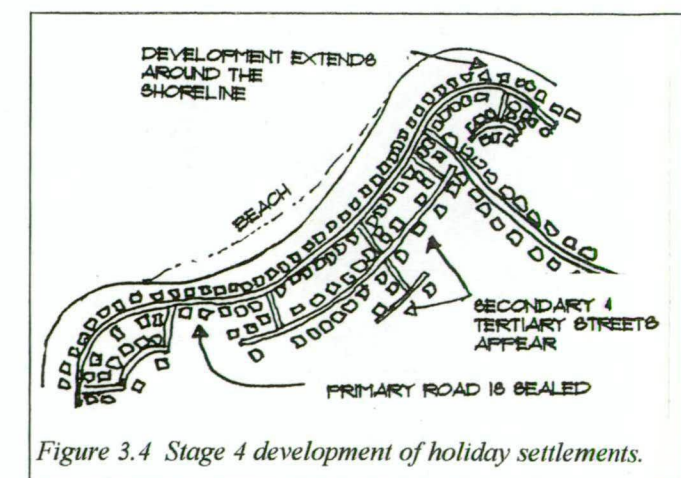


Figure 3.4 Stage 4 development of holiday settlements.

Although the motivations for the initial stages of development can be traced to practical responses to recreational needs, the

⁷⁶(see Appendix 2)

⁷⁷op. cit.

Tasmanian State Government, pg.35.

later stages of development seem to have been influenced more by land speculation and the increased value of waterfront lots. This often unplanned sequence of development is unique to coastal holiday settlements, but can also be detected in coastal suburbs which have previously been settlements.

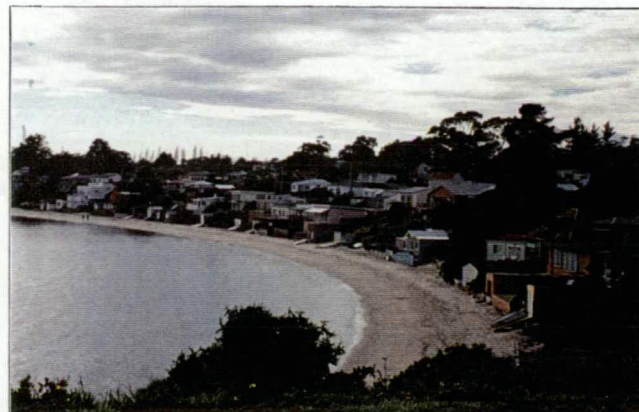


Plate 3.5 Opossum Bay, a stage 2 holiday settlement.

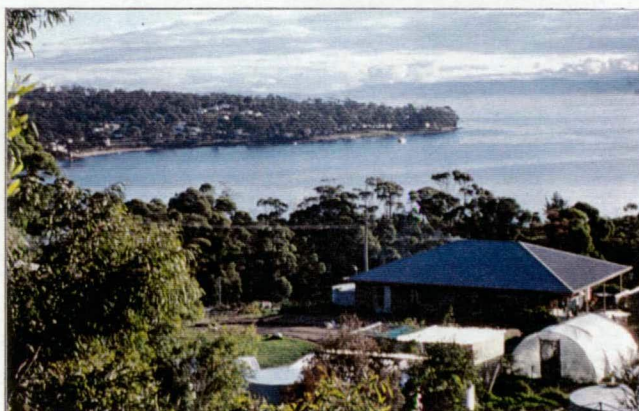


Plate 3.6 White Beach, a stage 3 holiday settlement.

3.2.4 Street Form and Detail

The relaxed nature of a holiday settlement is often expressed in the street form and detail. The street in a holiday settlement is not the formal space of the suburb, but is instead used as a utility space. This is evident in both the way in which holiday homes address the street, and the lack of formality in detail. (refer to pages 23 & 24)

Suburban Streets

The street address of a typical suburban home is an important expression of taste and order. Typically, well kept gardens with concrete edges, and regularly mown lawns, surround smart brick and tile houses. In street detail boundaries of territoriality are well defined. Paling fences, footpaths, and concrete curbs, carefully articulate the private, pedestrian, and vehicular spaces. Buildings are mostly oriented parallel with the street, often having some form of overlooking patio or veranda, which is independent of the view or light. Other elements have become part of the culture of the suburb, such as concrete garden gnomes, the fabricated tin letter box, and wrought iron balustrades.

Holiday Settlement Streets

In comparison to the suburban street the holiday home generally does not address the street, unless small lot sizes, or poor views, limit siting options. Holiday homes typically address the view, usually of the beach, and therefore obliquely face the road. The holiday home is often obscured from the street by trees and shrubs growing out of roughly mown native grass. The street itself is usually defined by a grass verge, or a grassy open drain, with no defined footpath. The road reserve alongside the carriageway is often native vegetation, and the primary road typically has a coastal reserve on one side. Road widths are generally narrower than suburban streets, allowing only just enough room for two cars to pass. Property boundaries are defined either with a typical rural post and wire fence, or simply a vegetation strip. The landscaping elements usually define the street spatially.

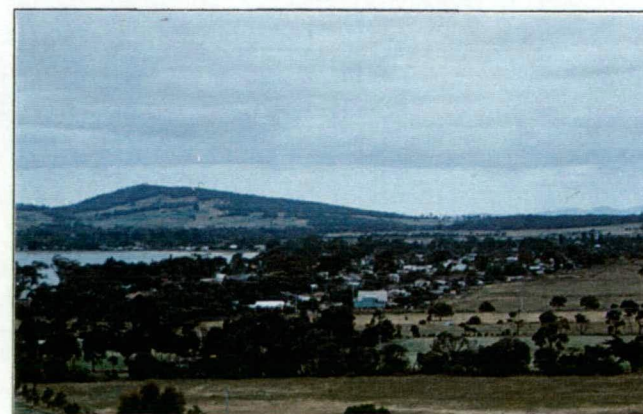


Plate 3.7 Lauderdale Beach, a stage 4 holiday settlement.

In practice the differences between suburban and holiday settlement streets are not necessarily as distinct as this comparison would suggest, and there are many overlaps between the two. Although the holiday settlement street may be seen as simply a primitive relation to the suburban street, it is an expression of the simple recreational lifestyle and corresponding change in values. Holiday settlement streets have an undefined softness which is the antithesis of the suburban model of strict space definition by hard lines. In particular elements that have a strong association with the suburban typology erode the difference in typology offered by the holiday settlement, which has traditionally reflected rural language.

3.3 CHARACTERISTICS OF HOLIDAY HOMES

Holiday homes, like settlement streets, are an expression of the recreational lifestyle. The holiday home is unique in that it is the only form of urban development that is socially equitable. The quality of the holiday home is largely independent of the wealth of residents, because of the low priority for its development, and affordable land. In holiday settlements the priority is on recreational pastimes. Unlike the permanent home, the holiday home is often valued only as temporary accommodation. This perception often results in the holiday home becoming the product of minimising cost and minimising effort. Lower cost is achieved by 'do it yourself' low technology solutions. Minimising effort is achieved by low maintenance procedures and products.

3.3.1 Issues

The remote location of holiday homes, their sporadic use, and few opportunities for casual surveillance provide a high risk of theft and vandalism. The poor security of holiday homes is a significant factor in the minimisation of on site valuables. This results in the removal of most valuable items, and the increased usage of second hand, dispensable items. The security of holiday homes is aided by the presence of permanent residents, especially on the access road, however the heavily landscaped nature of holiday settlements makes any observation difficult.

The threat of bushfire results in indecision between the retention of the bush and the protection of property. Although, disturbance is a major cause, once started, bushfires can cause irreparable damage to life and property. When developing in a bush setting there is no method of eliminating the risk of bushfire, and the minimising of risk usually results in destruction of the native flammable landscape. The risk of bushfire is a common reason

for site clearing preceding development. Whilst some home owners reduce the entire site to mown grass devastating the landscape, others have open fires on natural bushland sites presenting a fire hazard. Owning a holiday home requires both an acceptance of the inherent risks of bush development, whilst maintaining a sensible approach to minimising those risks.

3.3.2 Building Form

Although there are a wide range of holiday homes in Tasmania, they remain an expression of the recreational lifestyle. The objective of low cost holiday homes has resulted in a large number of owner built homes. The 'do it yourself' philosophy has become an intrinsic part of holiday settlement culture, being a source of personal development and expression. The combination of minimal cost, and often limited building skill have resulted in simple structure and design becoming characteristic of most holiday homes. (refer to page 25)

The Holiday Home

The most obvious characteristic of a holiday home is its small scale compared with suburban homes. The emphasis on outdoor recreational lifestyle and the minimising of building cost results in less rooms, with connected living spaces. A combined kitchen, living room, and the elimination of the laundry are common design features. Decreasing indoor living space usually results in an increase in outdoor living areas such as decks, pergolas, and barbecue areas. These external spaces often result in a gradual transition between inside and outside.

The simple construction of holiday homes results in simple forms, typically skillion and gable roofs, single storey building heights, and basic rectangular shapes. Holiday homes can appear complex in form, but this is usually a composition of the same simple forms.

The typical construction of holiday homes is concrete pad footings, timber floor, timber stud walls, and timber rafters or trusses. Internal linings are typically timber boarding, plywood panels or plaster board. External claddings are usually either timber or fibre cement sheet. The roofing material with little exception is galvanised or painted steel sheet, typically an orb (ripple) profile. The galvanised steel, or concrete water tank is

also a characteristic of both rural and holiday settlement development. Recycling of materials resulting in a mixture of different styles and building types, is also common despite often conflicting starkly with new, more coherent, holiday homes. Most holiday homes are devoid of decoration within the building elements, but there is some degree of personal expression in details such as nameplates, stain glass windows, and internal details.

The Suburban Home

As with holiday homes, suburban homes come in a great variety of sizes and styles they may have many of the characteristics typical of a holiday home. In general modern suburban homes express their permanency through the quality of their materials and construction. Permanent homes are often the most valued asset of the owners, unlike holiday homes which can be seen as a luxury item.

The permanent home is typically designed with long term goals in mind, such as an expectant family, and are therefore built well beyond the immediate needs of the occupants. As a result, the form of the permanent home usually remains as a complex but discrete form. If a permanent home is extended, a great deal of emphasis is generally placed on regaining the appearance of a single discrete form, unlike holiday homes which rarely hide additions. Permanent homes are also typically two storeys, or have an underground floor.

The construction of permanent homes is often influenced heavily by popular trends, however the majority of new homes since the early 1970's have been of brick, brick veneer, or concrete block. Masonry by its nature is a material of lasting quality and permanence. Typical masonry construction requires a concrete footing under the entire wall to support the load rather than the point loads of lighter timber construction, and causes a far greater site disturbance. Furthermore, masonry construction, especially bricklaying and concreting, requires the use of skilled trades people. Roofing materials consist often of tiles, although iron sheet is also popular. The use of recycled materials is rare, and often building elements are custom made.

The objective behind the construction style of a suburban home is to minimise investment loss, rather than strictly limiting building cost. Also the suburban home must cope with the extremes of winter, and the associated heating costs, unlike the holiday home which is mostly used in the warmer summer months. Details of suburban homes tend to be formed from structural elements, such as barge boards or stain glass windows, rather than applied decoration.

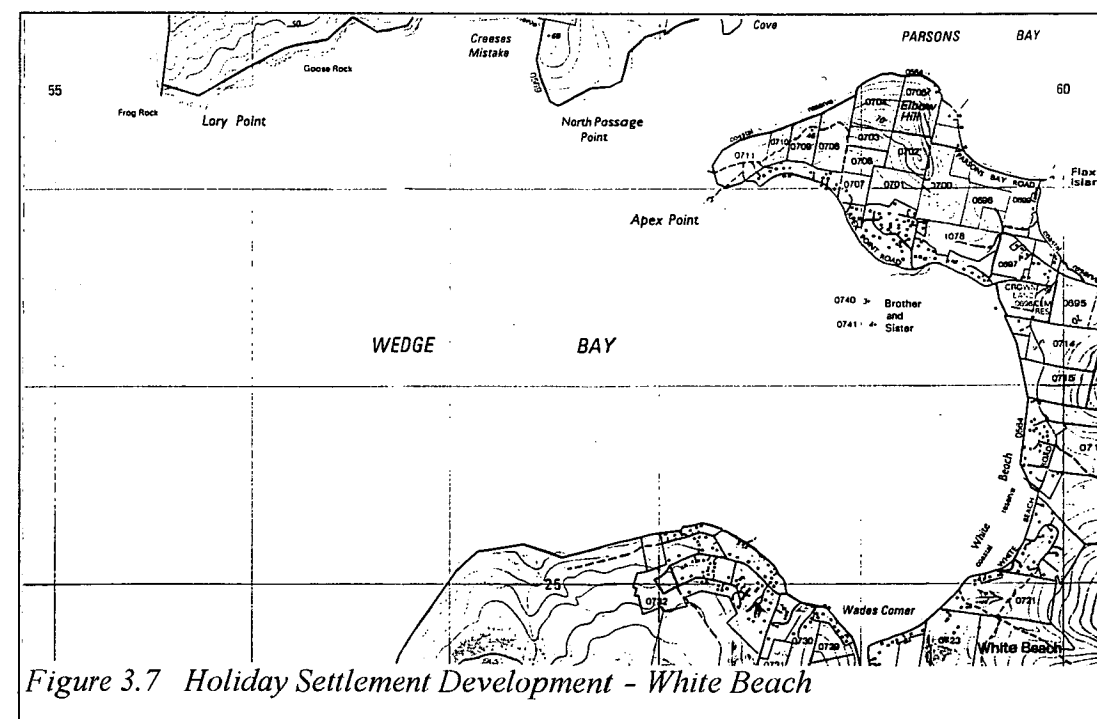
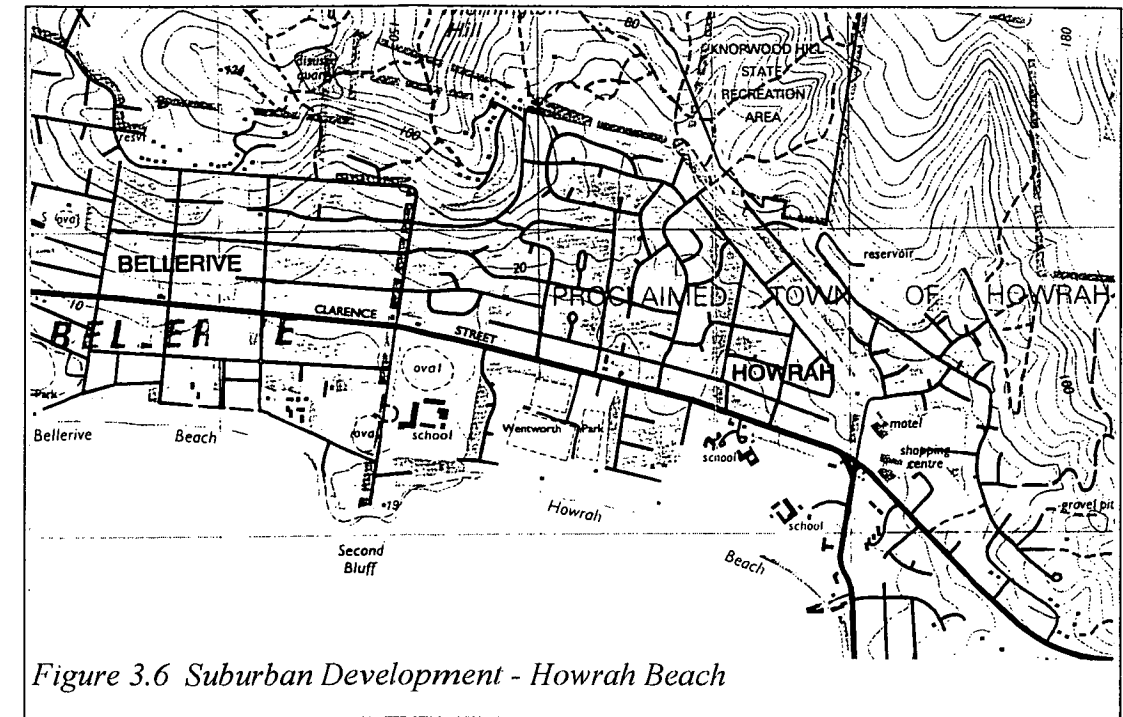
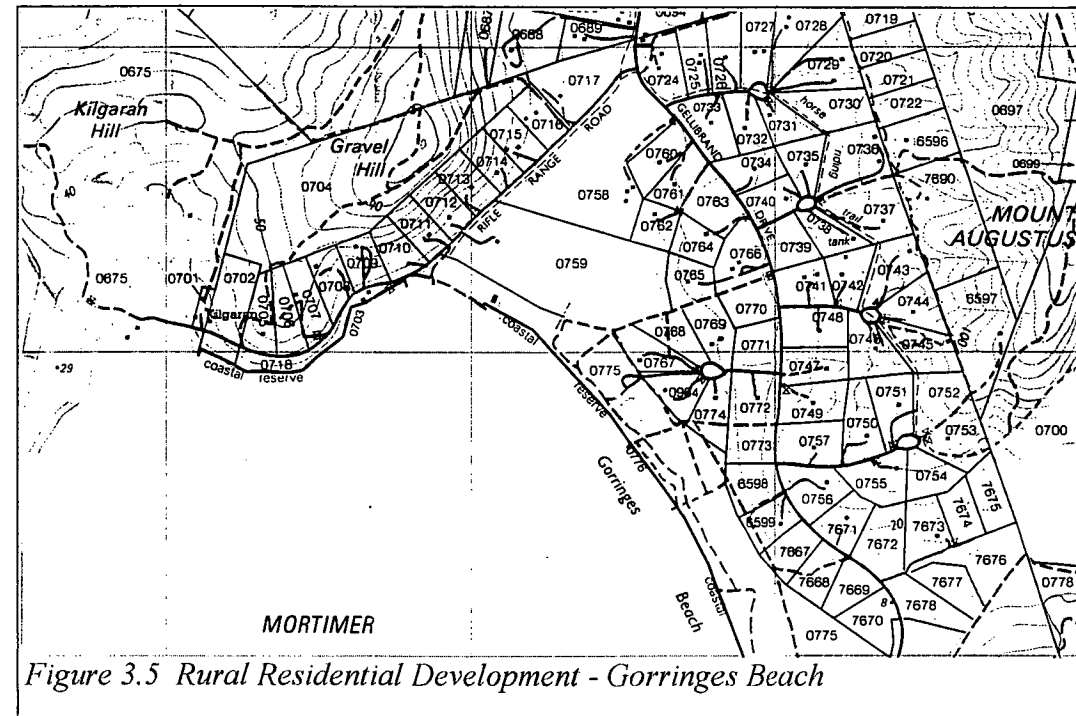
This comparison of the holiday home to the suburban home demonstrates that there are significant differences between the two typologies corresponding to specific uses.

3.5 THE ATTITUDES OF HOLIDAY SETTLEMENT RESIDENTS

After completing the analysis of holiday settlements a survey was drafted to ascertain residents opinions on three major issues: increased amenity in the urban environment, infrastructure requirements, and development control. The survey used responses from all lot owners, but did not include responses from tourists or local permanent residents. The detailed survey results can be found in Appendix 4, but the interpretation of the results are as follows:

Most respondents perceived that there was a link between improved infrastructure and increased population within the settlement. Respondents were asked which services should be supplied to their lot, and whether the road to the settlement should remain in its current state or be continually improved. Most respondents indicated that they believed that improvements to the road would bring further development to the settlement, and hence a decrease in amenity. More respondents still believed that sealed roads should not be provided to lots. The survey results indicate that holiday home owners are generally against improvements to roads, and simply desire that they be adequately maintained. Other services receiving support were power, transmission of television and radio, and telephone.

Development Types



Suburban Characteristics

Concrete footpaths
Concrete curbs and gutters
Paling Fence/street wall
Wrought iron/concrete balustrading
Garden Gnomes and wheel barrows
Prefabricated letter box



Suburban Street Characteristics

Lawn
Lawn nature strip
Tarmac carriageway
Hill's hoist clothesline
Externally potted plants

Holiday Settlement Characteristics

Dirt Tracks
Grassy open drain
Post and Wire Fence, or vegetation
Timber balustrading
Old clay pots, or buoys
No letter box, milk can, drum, or plastic container



Holiday Settlement Street Characteristics

Native grass
Bush nature strip
Gravel carriageway
String tied between trees
Retention of native trees

Suburban Characteristics

- Tiled Roof
- Complex discrete form
- Building is object in space
- Multiple storey
- Complex roof forms - hips, mansard
- Masonry construction



Concrete strip footings, and slab.

Bay windows

- Other Features*
- Piped water system
- Predominant internal living spaces
- Large floor area
- Complex floor plan
- Builder constructed

A Typical Suburban Home

Holiday Home Characteristics

- Galvanised iron sheet
- Simple Timber Construction with timber boards, or cement sheet
- Pad footings only, and piers.
- Galvanised steel rainwater tank
- Simple additive form
- Single storey



Simple roof forms - gable, skillion

Flat profile windows

- Other Features*
- Small floor area
- Simple floor plan
- Building defines outdoor spaces.
- Owner built

A Typical Holiday Home

Respondents broadly seemed to recognise that the suburban streetscape was not appropriate for their holiday settlement. They were asked a series of questions which proposed elements of the suburban streetscape as improvements to the holiday settlement. There was consensus that attributes such as curbs, gutters, lawn nature strips, brick veneer houses, and sealed roads were not seen as desirable for holiday settlements. One respondent indicated that holiday settlements "should be country-like". Some respondents thought that brick holiday homes were acceptable if they blended in with the environment. Generally this response advocates "no change" rather than an indication of a desired streetscape, although it may be precisely this attitude that has formed the informal nature of the holiday settlement.

Respondents clearly wanted a greater emphasis on the planting of native vegetation, and many were willing to dedicate large portions of their block to achieving this. This response was a surprise, considering in practice lots are typically cleared of undergrowth and have only a few remaining major trees. Some respondents were willing to dedicate all the undeveloped area of their lot to natural vegetation but few were in the mid range of the spectrum. Another significant proportion of the response reinforced current practice and opted to keep major trees only. It seems that a good deal of this response can be attributed to 'token greenism', however it also indicates the importance of the native surroundings to holiday home owners.

Respondents generally believed that there should be limits on the number of holiday homes in their settlement and that there should be minimal future development. Respondents were asked how many further lots should be allowed beyond what already exists, and for a point of reference, how many undeveloped lots already exist. These questions were not a success as respondents could not easily visualise the impact of the various development quantities offered. Hence the majority of respondents suggested there either should be no further development, or that only a few more be permitted. Few respondents knew the number of undeveloped lots, or were accurate with their guesses. In hindsight it would have been better to ask how many lots there were in the settlement and how many more should be permitted, as this would not require individual definition of a holiday home. The response however would probably have been the same as home owners would still opt against major change. It was apparent that most respondents were uninformed on the size

of their settlement, and had not considered the future of development in the area.

Controlling the types of homes built was strongly endorsed by respondents often well beyond the control of the relevant planning scheme. Although it was expected that support would decline for controls beyond those present in the existing planning scheme, surprisingly a number of respondents endorsed all the controls offered. A significant proportion, however, opted for no physical control at all. Oddly landscaping control only received 65% support, despite almost 80% of respondents wanting a greater emphasis in this area. Almost all the controls present in the planning scheme received greater than 50% support. This response tends to indicate that although holiday home owners want to protect their environment they believe that the achievement of this is not worth the further sacrifice of individual rights.

The popularity of the typical vernacular holiday home was reflected by respondents who also envisaged they would continue the owner built tradition. When asked what materials would be used in either building or rebuilding their holiday home by far the most popular combination was timber cladding and iron sheet roofing. Brick was also reasonably popular, but tiled roofing received poor support. Only half those with a holiday home had built it themselves, but the majority of respondents intended to build their next home themselves. This response indicates that holiday settlements will continue to have a majority of traditional timber holiday homes, but the brick holiday home will also be fairly common.

Although some respondents could not tell the difference between a permanent and a holiday home, there was a variety of responses which indicated that there is a perceived difference between the suburban and the holiday settlement typologies. Holiday settlements were characterised as being: less populated, remote, less developed, rural, beach accessible, having less traffic, having gravel roads, quieter, and more relaxing. The holiday home was characterised as: small, untidy in appearance, heavily landscaped, and using different materials. One respondent on trying to compare the two typologies replied that "here everyone is relaxed, I don't know why we don't live like this in town".

The survey results indicate that holiday home owners do not altogether agree with the future development strategies of local

government. Residents were wary of the benefits brought by further development, and therefore wanted little change in both resident numbers, and typology. The predominance of the timber clad, iron roofed vernacular was confirmed, as was the strong desire to be an owner builder. The landscape was verified as an important element of the holiday settlement, as was beach access. There was caution expressed about placing additional controls on holiday home owners, although most respondents supported the level of control in the local planning scheme. Generally the survey supports the previous analysis of holiday settlements.

3.6 SUMMARY

To conclude, there are considerable differences between the holiday settlements and city suburban development on both the macro and micro levels, which are reinforced by the popular views of holiday home owners. This has been established through analysis of the natural, social, and spatial aspects of holiday settlements, and finally reinforced by a survey of residents. It was found that the physical and social properties of the holiday settlement are an expression of the recreational culture, but are the same time needed to create the desired environment for recreation. Holiday settlements therefore depend upon their differences to city suburbs in order that people can live and engage in recreational pursuits free from a working environment. Respondents to the survey seemed to agree with this assertion by indicating that the services, and environment of the city suburb were not desirable in the holiday settlement. In short, standardised suburban development practices are inappropriate in holiday settlements.

Chapter 4

Case Study - Sommers Bay

4.1 INTRODUCTION

The aim of this case study is to demonstrate how the characteristics that define a holiday settlement can be applied practically. The case study site required a number of criteria to be satisfied. The site had to be within reasonable driving distance from Hobart, be as free as possible from permanent dwellings, have potential for future development, be small enough to manage in a short design period, and typify the characteristics of other holiday settlements.

Sommers Bay, approximately 45 minutes drive south-east of the city of Hobart, was selected as satisfying these criteria. Located on the western side of the Forestier Peninsula, Sommers Bay is a small settlement of approximately 130 lots surrounded by small

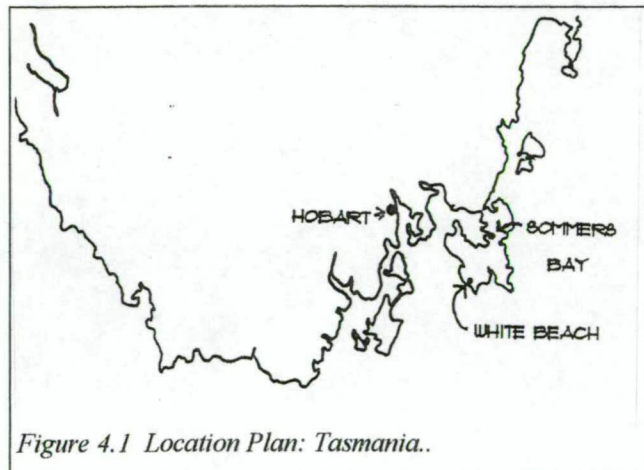


Figure 4.1 Location Plan: Tasmania.

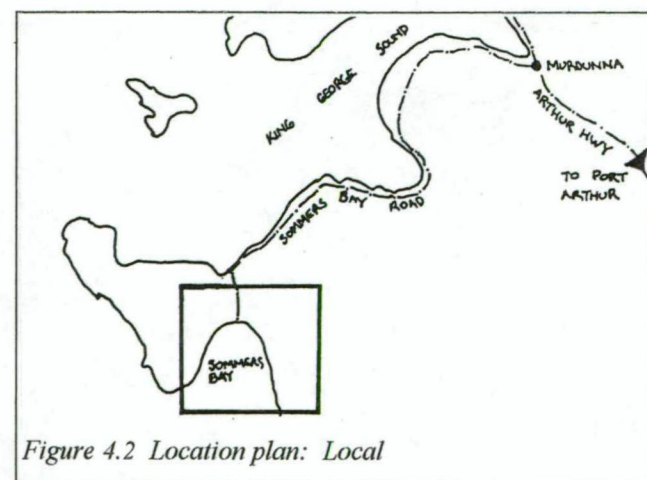


Figure 4.2 Location plan: Local

farms, rural residential lots, and State logging forest. (refer to figures 4.2, 4.3, & 4.4) The Forestier Peninsula is famous for its convict heritage, in particular the Port Arthur penal settlement,

and hence is well serviced as one of the State's primary tourist routes. The road to Sommers Bay involves a one way gravel detour of around eight kilometres, secluding it from the popular tourist route.

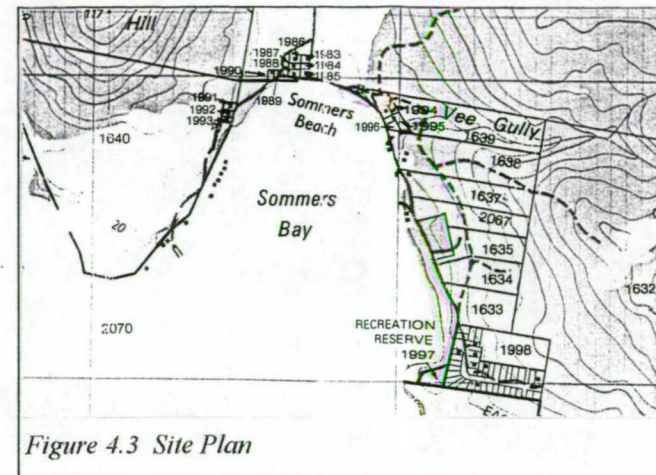


Figure 4.3 Site Plan

4.2 SITE ANALYSIS

4.2.1 Topography (refer to pages 31 & 32)

Sommers Bay is located in a small neck on Chronical Point, wedged between Conical Hill to the west and Pauls Hill to the east. The access road (Sommers Bay Road) enters between the two hills over the neck before running into the Sommers Bay itself. Conical Hill shaped true to its name, is a dominant spatial element. Pauls Hill has no definite summit and runs gently down to the water acting as a forest backdrop for the settlement. The beach itself is small in comparison to others on the peninsula and is quite shallow for some distance out. At low tide the beach becomes a sandy flat, which dictates that the launching of boats must take place further down the east side of the bay. The most obvious place for any development would be on the flat of the neck as this is protected from the predominate south-westerly winds by Conical Hill, receives the highest solar gain, and is close to the beach.

4.2.2 Development (refer to page 33)

There is only one major road in the settlement which runs behind the beach and down the eastern side of the bay. The majority of development is on the lower slopes of Pauls Hill close to the water. This is characterised by a few intense subdivisions, the largest is situated almost a kilometre from the

neck. Sommers Bay Road is the name given to both the access road and the primary road behind the beach. For clarity the latter will hereon be referred to as Primary Road.

A few homes have also been built around the junction of Sommers Bay Road and along the western end of Primary Road. There has been steady subdivision of land in Sommers Bay since the early 1950's. It seems as if most development decisions in Sommers Bay are a result of the availability of land, and in particular a subdivision of a large title on the eastern side of the bay which has resulted in a number of secondary subdivisions. These subdivisions have taken place in the most exposed, steepest, and shadiest part of the bay in a completely ad hoc fashion. There has been three subdivisions in particular which illustrate poor planning practice, and indicate a disturbing trend for future development.

Lot UPI 1998 demonstrates the intensity which the land at Sommers Bay can potentially be developed. With most lots around 600m², this development has resulted in the most intense subdivision of the settlement occurring furthest from the access road and the beach. Lot UPI 1633, next door, is fully developed but shows poor design with three battle axe lots all having access at the same point. This will result in a three lane road cutting a swathe up the hill, and will impact heavily on the gravel road at the base of the drives. Lots UPI 1638 and 1639 have been joined to form the largest subdivision in the settlement. This subdivision stretches all the way up the hill, includes numerous battle axe, and horizontal lots, and covers the most predominant creek in the area. (refer to plate 4.1)

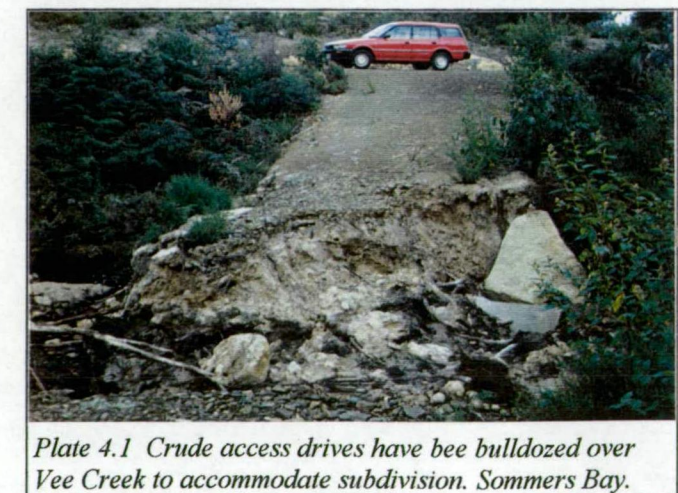


Plate 4.1 Crude access drives have been bulldozed over Vee Creek to accommodate subdivision. Sommers Bay.

The development of these lots will have a large impact on the visual amenity of the area, and results in many environmental problems. Two in particular would be soil erosion from vegetation clearing, and septic tank runoff into the creek which would flow directly into the bathing area of the beach. The subdivision has also been designed for continued development along the unused road frontage accessing the north-east corner of the lot. This recent subdivision creates a dangerous precedence which if continued will destroy the environmental and scenic quality of Sommers Bay.

4.2.3 Views (refer to pages 34 - 38)

Sommers Bay offers scenic views both internally within the bay and externally over the southern part of the Peninsula. Much of the external view is obscured from the neck by vegetation in the coastal reserve, a second storey is needed to catch the view in this area. The eastern side of the bay catches these views due to its increased slope, which may be another reason for the predominance of development in this area. Internal views to Conical Hill and across the water to the beach are also visible from this area through the eucalyptus in the reserves.

4.2.4 Existing Architecture (refer to pages 39 - 43)

The standard of development varies from rusty buses on bush lots, to permanent brick veneer homes. The majority of Sommers Bay holiday homes are small detached dwellings, clad in timber, and roofed in galvanised iron sheet. Older holiday homes tend to be painted horizontal or vertical weather boards, but treated weather boards, cement boarding and cement sheeting are more common in the newer homes. Most are simple rectangular forms with verandas and car ports added on. Details are typically extremely simple and utilitarian. There are many examples of both concrete pad, and strip footings with the latter most popular with new holiday homes. The windows panes on most buildings are vertically rectangular in proportion. Whites, creams, and greens are the most popular colours.

Many of the permanent homes in Sommers Bay are large holiday homes and fit well into the built context. There are, nevertheless others which are out of context, because of increased size, use of suburban materials, and elaborate landscaping. Most of these examples have been constructed recently, particularly current development on Reef View Road.

4.2.5 The Planning Scheme

The area including Sommers Bay is in the process of undergoing an administrative change from the Sorell Council to Tasman Council. Currently Sommers Bay is regulated by the Sorell Section 46 Planning Scheme -1 of 1990, which is shortly to be superseded by a revised Tasman Planning Scheme. The revised planning scheme is to be strongly based on the present Tasman Scheme of 1978 and proposes little change for Sommers Bay⁷⁸. It is therefore more relevant to discuss the current Tasman Planning Scheme, and its response to holiday settlements, than to analyse the Sorell Scheme.

Holiday settlements under the Tasman Scheme of 1978 are defined as 'coastal village zones' with the intent that such areas utilise the physical and social infrastructure, whilst retaining the natural vegetation cover⁷⁹. The specific restrictions are as follows:

- a minimum lot size of 800m² or less where appropriate;⁸⁰
- an 8 metre setback is required from any road;⁸¹
- one carpark per lot is required;⁸²
- one storey is permissible but further storeys require Council's discretion;⁸³
- building colours must blend with the environment;⁸⁴

As is typical of planning schemes, Council may consider almost any planning matter in the course of assessing an application but also reserves the right to waive most conditions. Clearing of vegetation is an example of the Tasman Planning Scheme format:

Objective:

8.2.1 The intent of this zone is to provide areas where future development will be in scale and character with the environment,, whilst retaining the natural vegetation cover.

⁷⁸ Stanley, I.

⁷⁹ Tasman Council

⁸⁰ Ibid.

⁸¹ Ibid.

⁸² Ibid.

⁸³ Ibid.

⁸⁴ Ibid.

Telephone discussion with Tasman strategic planner.

Tasman Planning Scheme, Part 8, Clause 8.2.1, 1978, pg. 43.

Tasman Council, Cause 8.2.2, and 8.2.4, pg. 44.

Tasman Council, Cause 8.2.5, pg. 44.

Tasman Council, Appendix I, pg. 77.

Tasman Council, Part 7.7, pg. 42.

Tasman Council, Part 7.8, pg. 42.

Acting Clause:

8.2.3 Council in determining the most appropriate lot size, shall have regard for the following matters:-

(iv) retention of landscape character and natural landscape cover;

Guidelines:

Appendix 2

- Prohibit any clearing above 25% slope;
- Restrict clearing for construction to that necessary for building access and fire protections;
- Encourage the replanting of trees and shrubs and ground cover(sic) on cleared land. Indigenous species are more desirable;
- Avoid clearing along straight line property boundaries - an irregular, feathered edge is more appropriate, especially on slopes.

This format, although clearly defining the objectives does not include any performance criteria or methods for enforcing guidelines. Requiring landscaping plans as part of the building application, or prohibiting vegetation clearance without Council approval are possible examples. The appendix list of guidelines are in most cases sound planning practice and are worthy of greater prominence in the scheme.

4.2.6 Zoning (refer to page 44)

In Sommers Bay the land zoned for residential development follows the property boundary of the early subdivisions, including the existing holiday homes at either end of the neck. The total area of the residential zoned is approximately 410,000m². If fully subdivided into lots of 800² this area could yield around 460 lots, assuming that 10% of this area is needed for roads.

The zoning in Sommers Bay illustrates that more consideration is given to preserving the rights of existing lot owners than to ensuring high quality future development. The Residential zoning' in Sommers Bay consists of two inappropriate areas joined at a point in the best area for development. The zoning area stretches approximately 1.8 kilometres between its furthest points bearing no relation to any topographical features. The residential zoning west of the access road is suitable for development, however the distance from the beach and lack of views make most of this area unattractive for holiday housing.

There is little reason why one side of the road and not the other should be available for development. The second area located on the eastern side of Sommers Bay extends up to the seventy metre level at slopes of 1:4. Reef View Road is sealed on the upper sections, due to the excessive slope. (refer to view 13) This area, consists of eight super blocks (UPI No's 1998, 1633-35, 2067, and 1637-39) which have accommodated the bulk of development in Sommers Bay. Along the road itself few lots still remain undeveloped. The area around the settlement is either a rural or open space zoning, or State Forest.

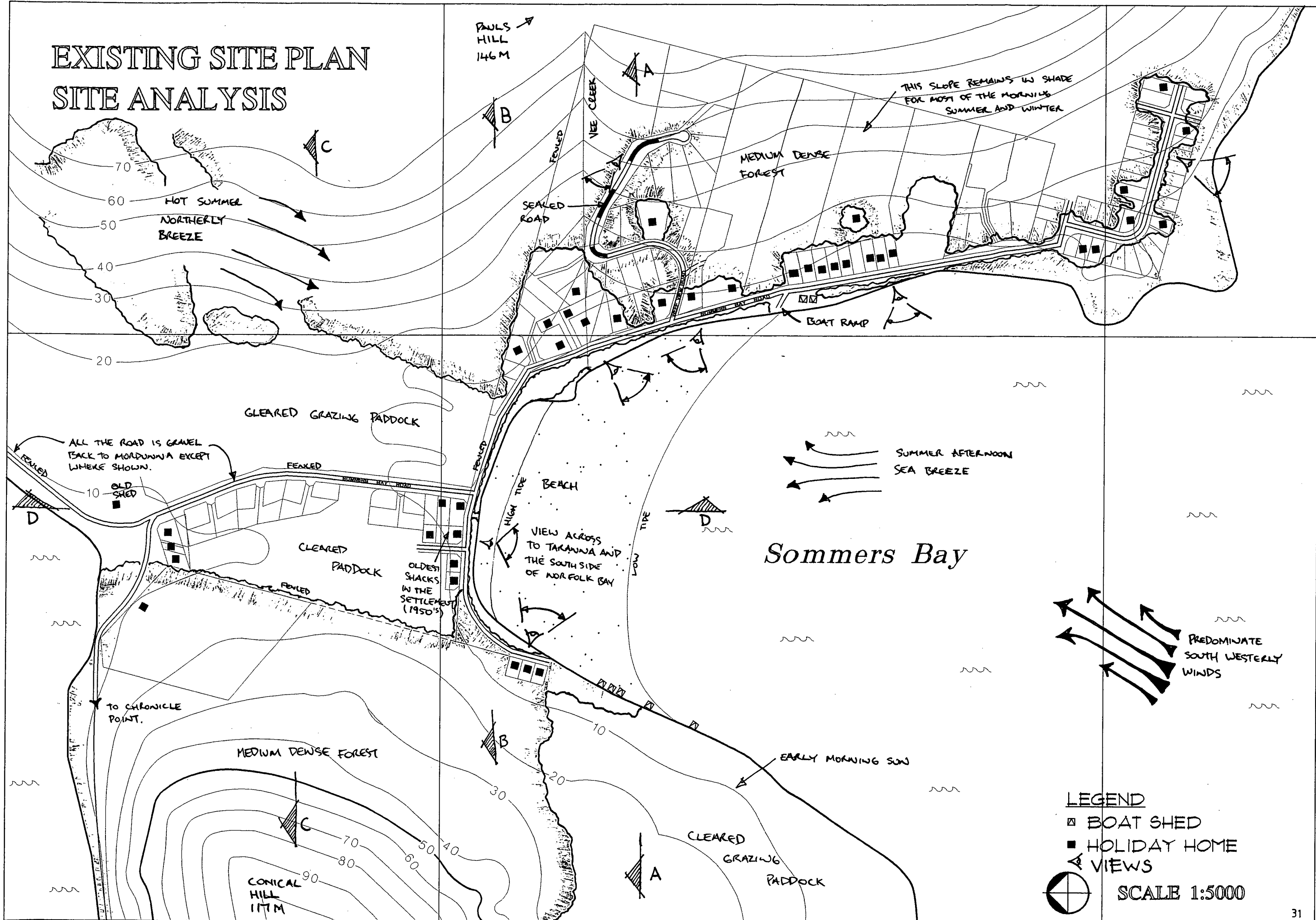
4.2.7 Open Space (refer to page 44)

Council is able to claim up to 5% of land as open space before a plan of subdivision is sealed, or accept an equivalent sum of money⁸⁵. In holiday settlements payment is the preferred option as Councils believe the creation of public open space is both unneeded and costly to maintain. There is however a coastal reserve that runs continuously around Chronical Point and into Flinders Bay, specifically between Sommers Bay Road and the high water mark. Council may claim up to thirty metres inland from the high water mark as Crown reserve without having to pay compensation to land owners⁸⁶. It appears that the current reserve behind the beach in places, is considerably less than this figure and is simply residual land from the creation of the road.

⁸⁵State Govt of Tasmania Local Government (Buildings and Miscellaneous Provisions),
Act 1993, Div.8, Sect.116 & 117, pp.81-82.

⁸⁶Ibid. State Govt of Tasmania (LGA) Sect.85, pp. 50-51

EXISTING SITE PLAN SITE ANALYSIS

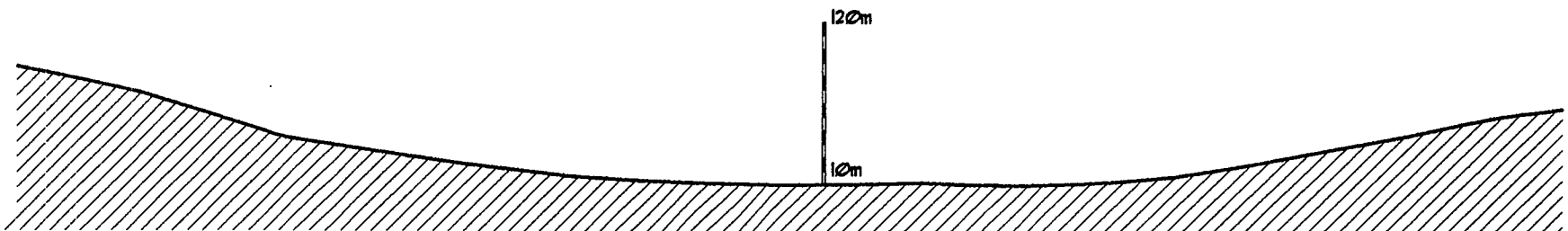


SOMMIERS BAY

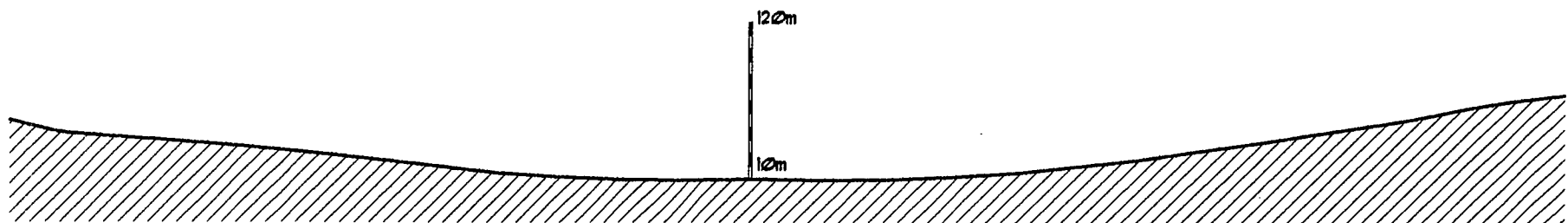
SITE CROSS SECTIONS



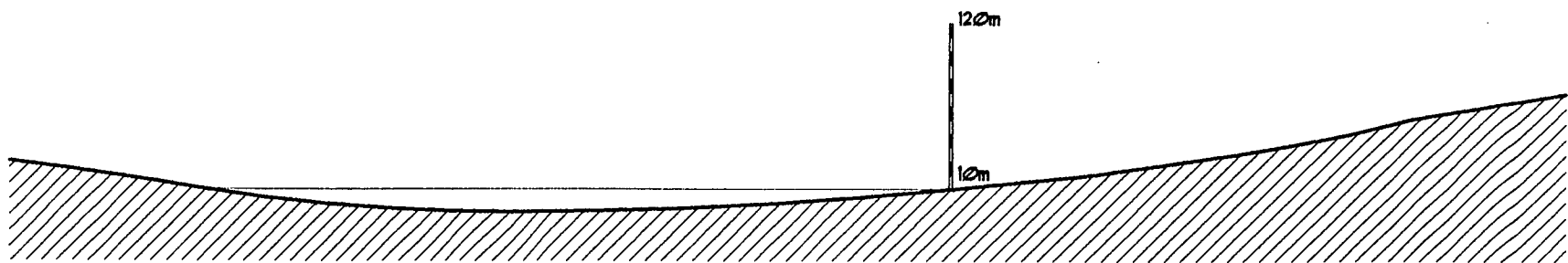
SECTION D - D



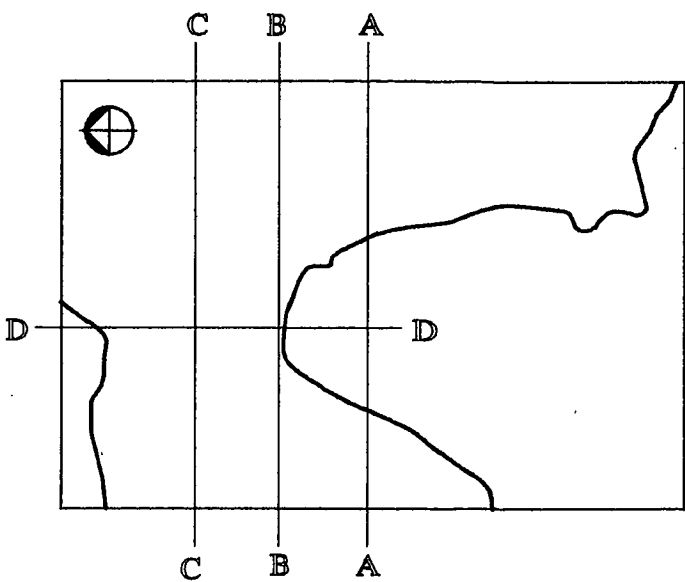
SECTION C - C



SECTION B - B



SECTION A - A



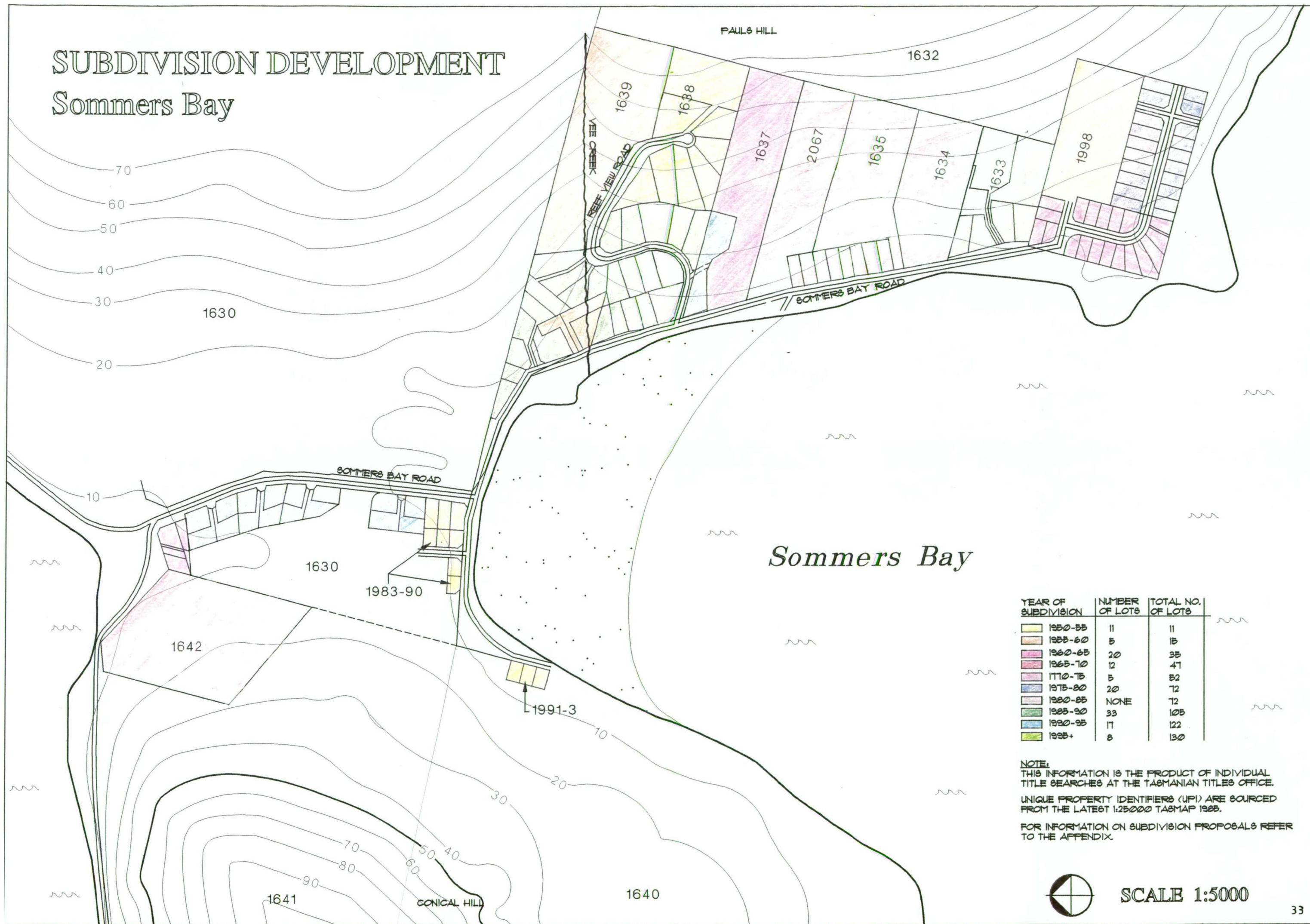
LOCATION PLAN
NOT TO SCALE

SCALE 1:5000

SOURCE: TASMAP 1:25000 SERIES MURDUNNA
NOTE: SLOPES ARE APPROXIMATES ONLY
AND DO NOT INCLUDE SMALL DUNES
OR COASTAL SHOALS.

SUBDIVISION DEVELOPMENT

Sommers Bay



YEAR OF SUBDIVISION	NUMBER OF LOTS	TOTAL NO. OF LOTS
1950-55	11	11
1955-60	5	16
1960-65	20	36
1965-70	12	47
1970-75	5	52
1975-80	20	72
1980-85	NONE	72
1985-90	33	105
1990-95	17	122
1995+	8	130

NOTE:
THIS INFORMATION IS THE PRODUCT OF INDIVIDUAL
TITLE SEARCHES AT THE TASMANIAN TITLES OFFICE.

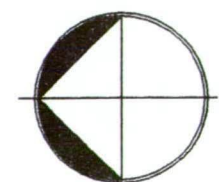
UNIQUE PROPERTY IDENTIFIERS (UPI) ARE SOURCED
FROM THE LATEST 1:25000 TASMAP 1985.

FOR INFORMATION ON SUBDIVISION PROPOSALS REFER
TO THE APPENDIX.

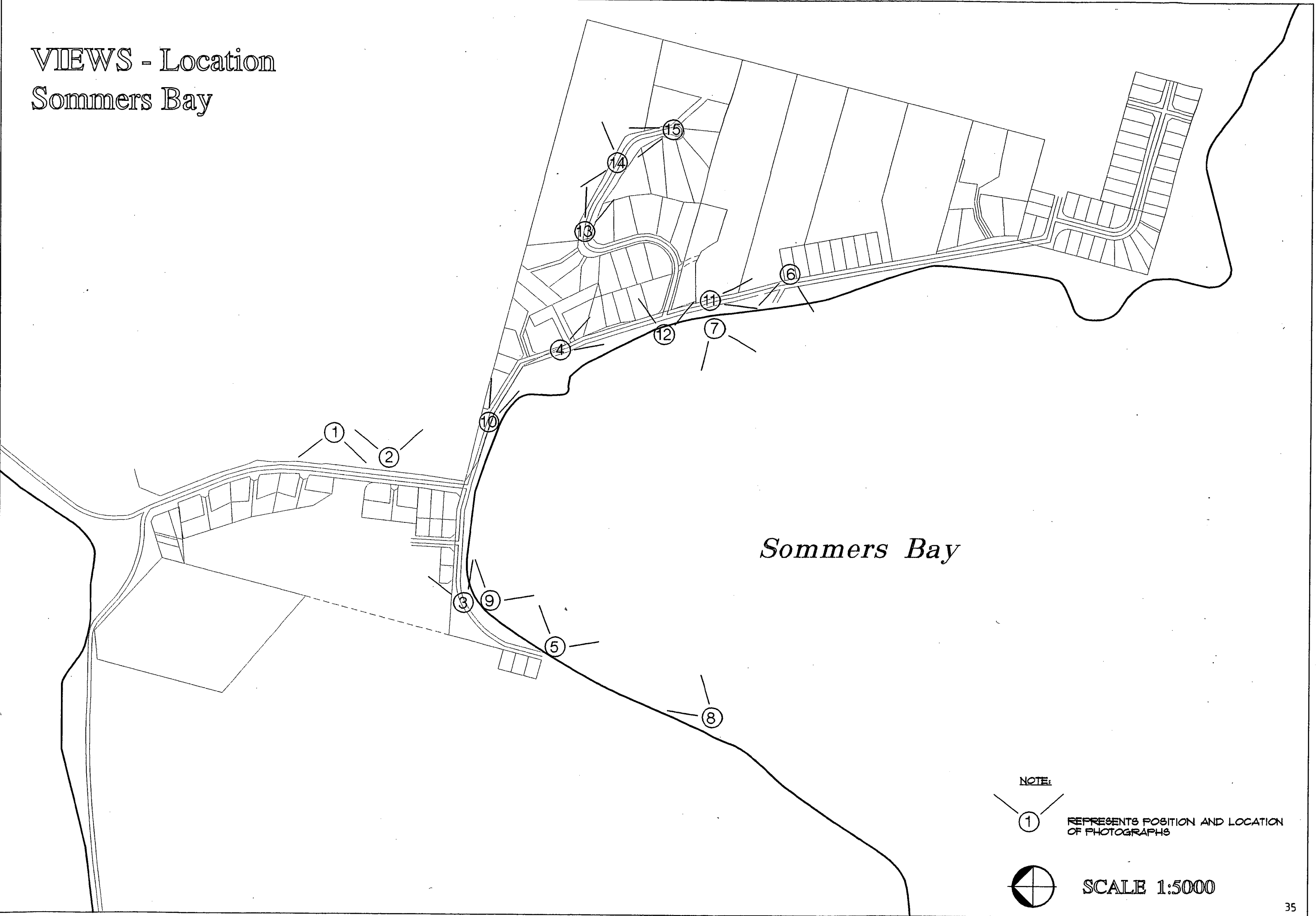


SCALE 1:5000

AERIAL PHOTOGRAPH - Sommers Bay



VIEWS - Location
Sommers Bay



VIEWS - Sommers Bay



1. VIEW WEST OF SOMMERS BAY ROAD



2. VIEW EAST OF SOMMERS BAY ROAD



3. VIEW FROM THE EASTERN END OF THE BEACH

VIEWS - Sommers Bay



4. VIEW, SOMMERS BAY ROAD



5. VIEW ACROSS SOMMERS BAY FROM WEST TO EAST



6. VIEW NORTH WEST DOWN THE BOAT RAMP AND SOMMERS BAY ROAD



7. VIEW ACROSS SOMMERS BAY FROM EAST TO WEST



8. VIEW OF THE WESTERN END OF THE BEACH

VIEWS - Sommers Bay



9. VIEW ACROSS SOMMERS BAY FROM WEST TO EAST



10. VIEW OF SOMMERS BAY ROAD ON THE EASTERN END OF THE BEACH



11. THE BOAT LAUNCHING AREA



12. THE JUNCTION OF REEF VIEW ROAD AND SOMMERS BAY ROAD



13. VIEW UP THE SEALED SECTION OF REEF VIEW ROAD



14. VIEW ACROSS VEE CREEK FROM REEF VIEW ROAD

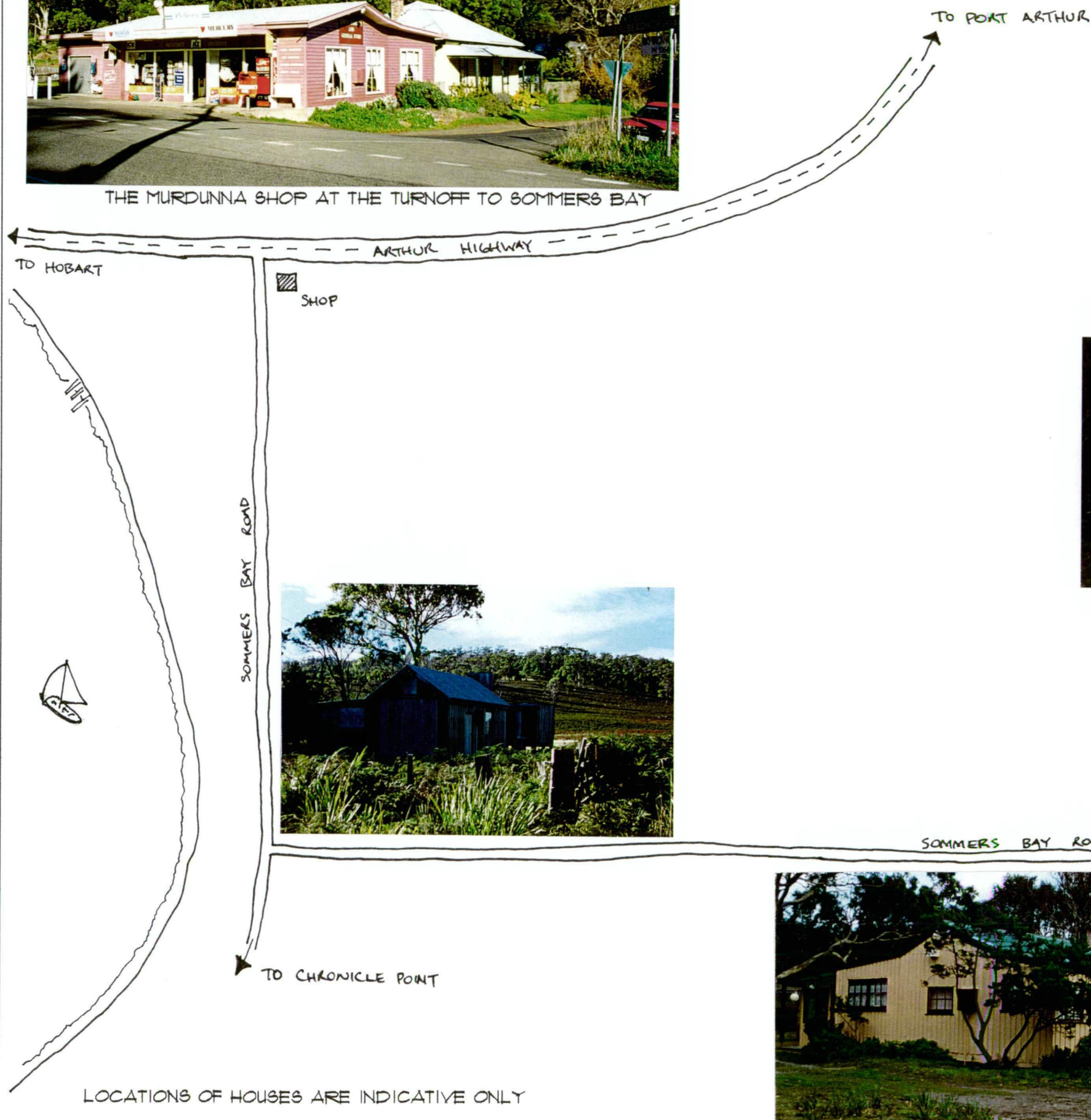


15. VIEW DOWN REEF VIEW ROAD FROM THE CUL-DE-SAC

ARCHITECTURE - Sommers Bay



THE MURDUNNA SHOP AT THE TURNOFF TO SOMMERS BAY



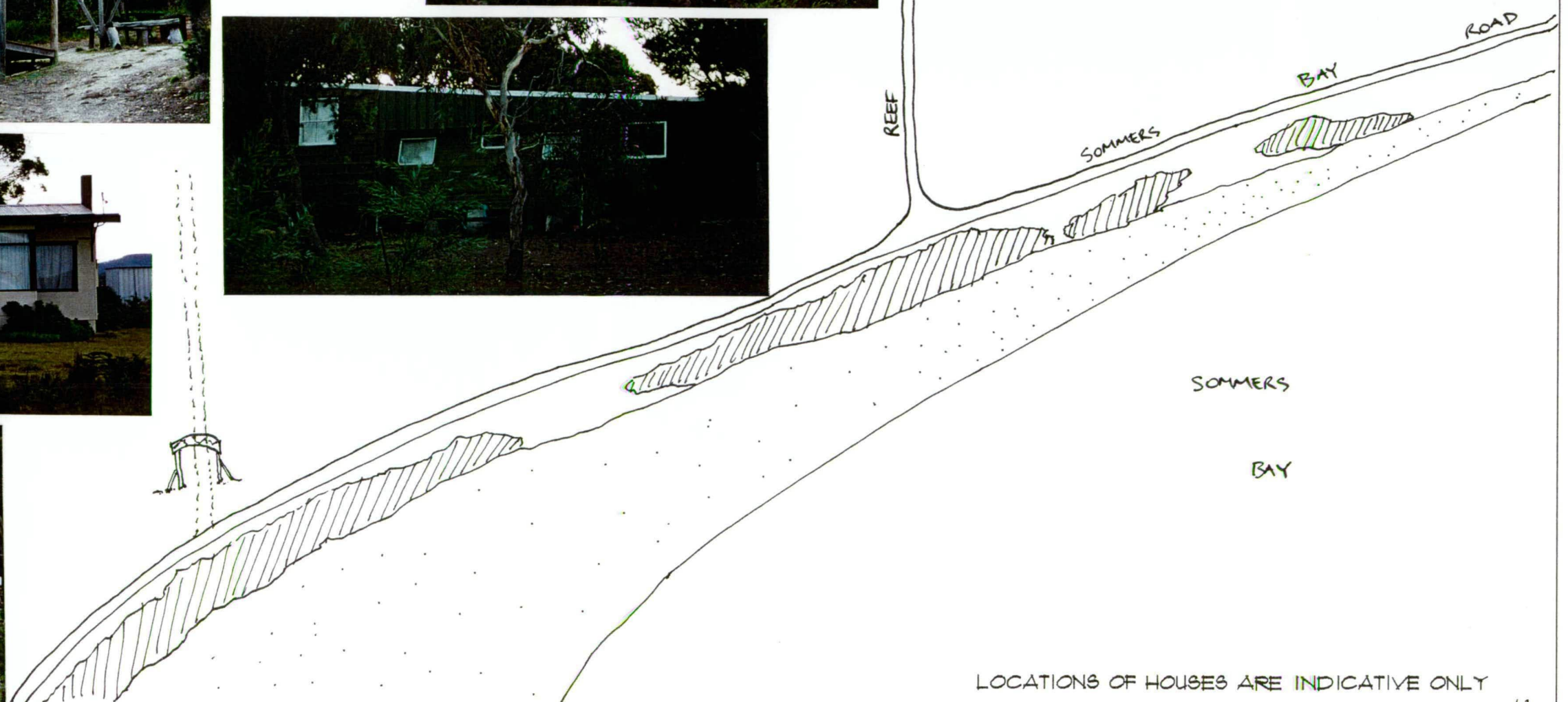
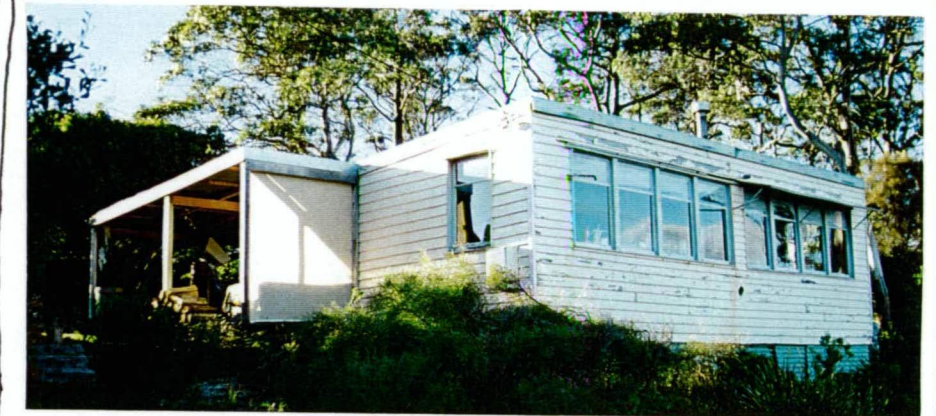
LOCATIONS OF HOUSES ARE INDICATIVE ONLY

ARCHITECTURE - Sommers Bay



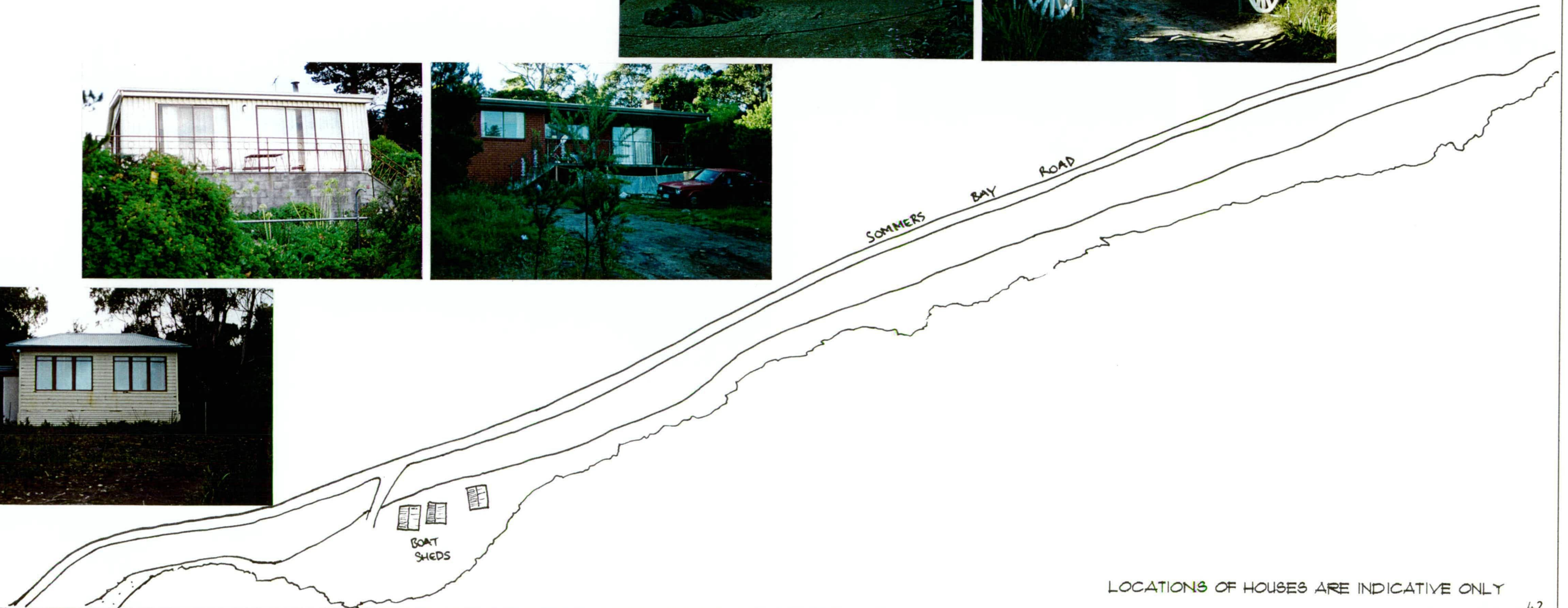
LOCATIONS OF HOUSES ARE INDICATIVE ONLY

ARCHITECTURE - Sommers Bay



LOCATIONS OF HOUSES ARE INDICATIVE ONLY

ARCHITECTURE - Sommers Bay



LOCATIONS OF HOUSES ARE INDICATIVE ONLY

ARCHITECTURE - Sommers Bay



SOMMERS BAY ROAD



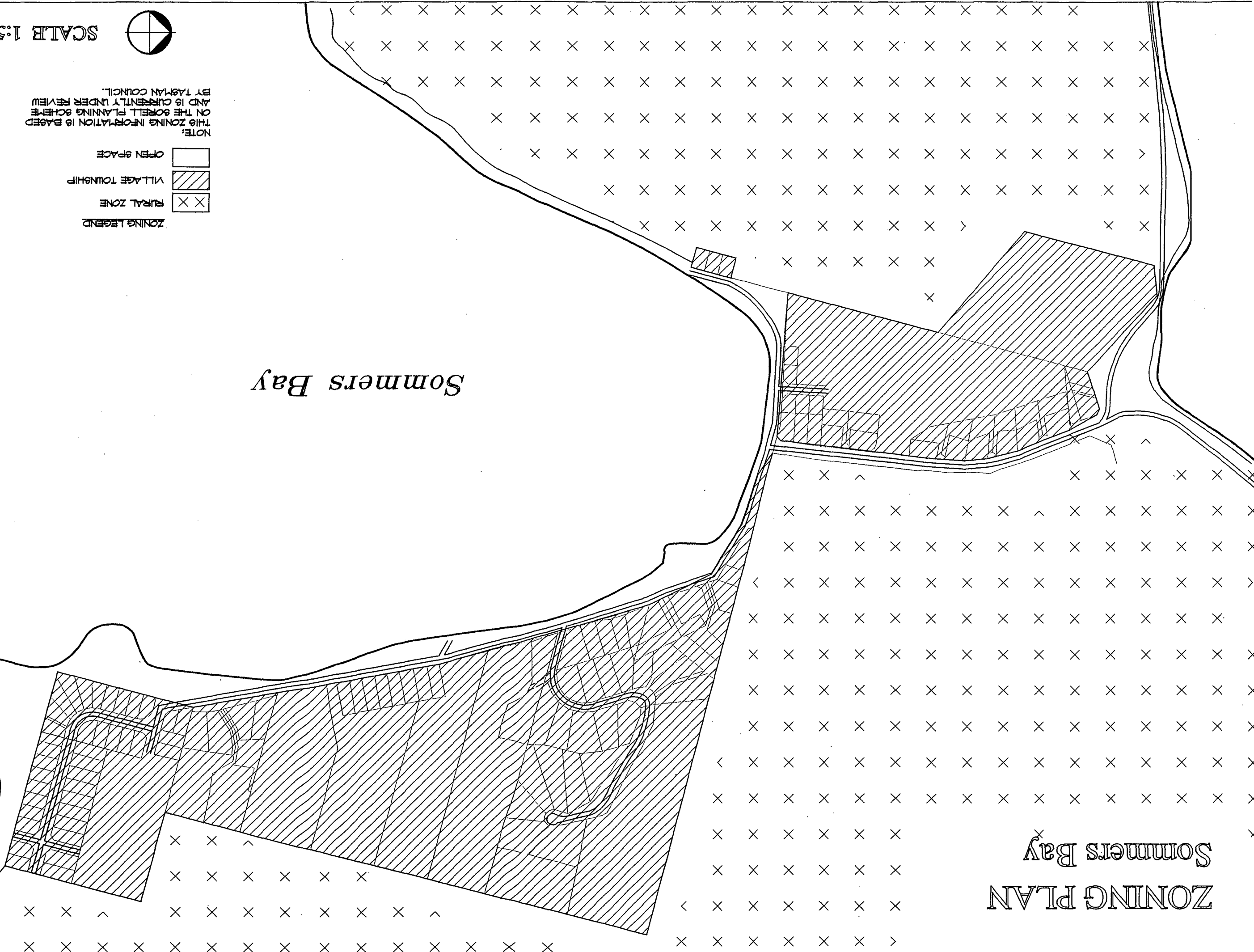
RECREATION
RESERVE

SOMMERS

BAY

LOCATIONS OF HOUSES ARE INDICATIVE ONLY

ZONING PLAN Sommers Bay



- ZONING LEGEND
- VILLAGE TOWNSHIP
 - RURAL ZONE
 - OPEN SPACE

NOTE:
THIS ZONING INFORMATION IS BASED
ON THE SORELL PLANNING SCHEME
AND IS CURRENTLY UNDER REVIEW
BY TASMAN COUNCIL.

4.3 DESIGN PHILOSOPHY

The evaluation of regional effects, and the environmental impact of increased development in particular areas, are important when planning holiday settlements. These factors, however, are outside the scope of this study and it would be envisaged that the following designs for the Sommers Bay would eventually be supported by a regional strategy and an environmental impact statement. Therefore, the quantity of future development is determined more by practical design decisions on environmental and economic grounds, or social carrying capacities. These methods are available for holiday settlements⁸⁷, but require site information and social analysis.

Settlement Size

The size of the development should be based upon maximum walking times to the beach, and the settlement centre. Although the settlement has already sprawled to the point where it is impossible to minimise walking distances to the ten minutes as suggested by Duany and Plater-Zyberk⁸⁸, it is still possible to site future developments to achieve this objective. It is the writers opinion that most lots should have a maximum of three minutes walk from the beach and be less than ten minutes walk from each other. As the typical walking speed is around five kilometres per hour development should not be more than 250 metres from the beach or outside a 830 metre diameter circle. (refer to page 53)

The desire for existing subdivisions to be incorporated as practicable into the settlement plan is an influencing factor in the size of the settlement. The use of Reef View Road forms the basis of future circulation in the area as it is the only road heading back into the hill. The small road reserve west of the Sommers Bay Road junction will also form part of any future road network. The extent of subdivision, especially the higher density subdivisions, need to be incorporated into a defined settlement in order to discourage further coastline development and promote a sense of community feeling. The subdivision that occurs outside the walking distances, or cannot reasonably be linked into the settlement should be down-graded in development status with a higher priority of landscape protection.

4.3.2 Site Responsiveness

The concentration of development should be located and oriented towards achieving solar gain and minimising slope. Very little of the Sommers Bay area is prohibitive to development on the grounds of excessive slope. However, development of wooded slopes is largely unnecessary given the large quantity of cleared level land is close to the beach. This area, in contrast to the eastern slopes of the bay, catches both the early morning and late afternoon winter sun, whilst being protected from the predominant south-westerly weather. Development on the eastern slopes of the bay should be limited to larger, narrow lots oriented up the slope,⁸⁹ with a strong emphasis on vegetation retention. Essentially the site response is to concentrate future development on the level land behind the beach, and minimise impact on the eastern side of the bay.

Lots likely to have a high property value have been concentrated together and given basic protection against bushfires. To minimise the extent of property damage in a bushfire, the more permanent and valuable holiday homes should be surrounded by a fire break and be easily accessible to fire services, and water. A recommended fire break is twenty metres wide⁹⁰ and comprises of a road and mown grass. Inside the fire break landscaping should kept to a minimum, shrubs and the undergrowth cleared. Outside the firebreak, development should be temporary in nature and given less fire protection (refer to appendix 5) Caravans could be towed inside the fire break if necessary.

The basic form of the settlement should achieve the irregularity common in holiday settlements. The piecemeal development of the past has established a strong organic pattern of development within Sommers Bay. The difficulty with designing a future plan is overcoming the desire to over rationalise. Holiday settlement design should incorporate organic elements to break conformity and respond to site idiosyncrasies. Roads should respond to the contours, and if necessary use designed bridges to cross water courses. Streets should curve or kink on level ground, and radiate from the bay to curve the settlement around the shoreline. Lots should have a slight irregularity to break conformity. This can be achieved by ignoring the angle at which

lot boundaries meet the street, and conforming the rear boundaries instead.

4.3.3 Landscape Protection and Scenic Quality

The philosophy for development in Sommers Bay is to minimise the impact on the environment quality. The scenic quality of Sommers Bay is dependent on three major elements; Conical Hill, the beach, and the forested eastern slopes of the bay. The major threats to these elements are clearing for development, the cutting of firewood, and clearing for views.

Development clearing can be largely prevented by ensuring that lots are not cleared before sale, and that landscaping standards are given the equivalent weight of building standards. Firewood should be obtained from a wood merchant, on small lots the use of local site timber for this purpose should not be permitted. This matter is difficult to police, but information available on the local supplier and firewood costs may reduce the problem.

The need for a view depends on the type of site development. Detached holiday homes and permanent residential homes, are typically outwardly focused and demand views. Groups of small buildings, such as sheds and caravans, are usually inwardly focused and enclosing a space therefore, not requiring the same emphasis on views. Lots that have a view without the need for clearing should be dedicated for detached homes, whilst lots without a natural view should generally be limited to low-key group development.

Water courses are also an important factor when discussing minimising environmental impact. Major creeks should have a buffer from development, and be disturbed as little as possible to prevent soil erosion. A buffer will minimise the risk of phosphate concentration caused by septic tanks. The earthworks required by some development for level surfaces and masonry walls can also affect water courses. Such development should be concentrated on level sites, or should be limited to pad style footings which minimise earth disturbance.

4.3.4 Urban Design

Spatial definition in Sommers Bay should be achieved predominantly through landscape elements. On a macro scale it is envisaged that the settlement would be enclosed by native forest forming a ring with the two hills to either side. The fire break will reinforce this enclosure and form a stark contrast in

⁸⁷Sowman M.

A Procedure for Assessing the Carrying Capacity of Coastal Resort Areas, Landscape and Urban Planning, Vol.14, Oct. 1987, pp.331-344.

⁸⁸op.sit

Duany, Plater-Zyberk, pg.21.

⁸⁹Such lots minimise soil erosion and runoff by encouraging vegetation bands along the contour and efficiently using road frontage.

⁹⁰J. Barber, & W. Morris, Bushfire Protection for Rural Houses, The Victorian Ministry for Planning and Environment, 1983.

the landscape. There are two types of spatial development envisaged for Sommers Bay: firstly holiday housing which addresses and forms public space; and secondly development which ignores public space and creates internal private space. It is intended that public space forming development be limited to the higher density area inside the fire break, and public nature strips used to aid street hierarchy. It is envisaged that Sommers Bay Road will be the main street in the settlement and will have a higher sense of enclosure.

Circulation through the settlement should reinforce access to the beach. This can be achieved by using a basic grid network of streets which radiate out from the beach, and connect to a loop road skirting the perimeter of the settlement. The use of cul-de-sacs and other dead end roads should be avoided if possible. There should also be a hierarchy of street spaces, and street widths to aid in settlement legibility. Specifically Sommers Bay Road should be easily identifiable as the exit road. This can be achieved by making it the widest, and most intensively urban street in the settlement. Pedestrians should continue to share the roads with cars, but short cuts should be used through nature reserves, or between lots where appropriate.

The sense of place in Sommers Bay can be enhanced by using built form and detail to express the culture of recreation in the environment. Sommers Bay needs to communicate five main messages through development:

- that it values its environment;
- that it is located in a rural context;
- that it is a holiday settlement based on recreation;
- that it is different from other holiday settlements and
- that the settlement is legible.

The recognition of value for the native surroundings and resources can be demonstrated by the retention of natural vegetation on sites, the use of native species for roadside reserves, and ensuring low impact development. Respecting the rural context can be achieved by using rural details and forms, instead of those found in the city or suburban environments. In particular: fencing should be wire and post, roads should remain unsealed, swales should be used instead of curbs and gutters, and building detail should be timber, not concrete or steel. The recreational nature of the settlement can be expressed firstly by avoiding elements strongly associated with the suburban and city environment, and secondly by using elements strongly associated with holiday activities. For example, buildings can be

vibrant colours, sea relics can ornament the building, or murals can be painted on walls.

In order to differentiate between Sommers Bay and other holiday settlements a common detail will be used for all holiday homes. To encourage for individual expression, it is a requirement of the code to have different fence post caps, they can be as simple as bottles, or more substantial such as timber sculpture (refer to plate 4.2). In another settlement it may be flag poles and flags, or specific house names, or expressive barge board details.

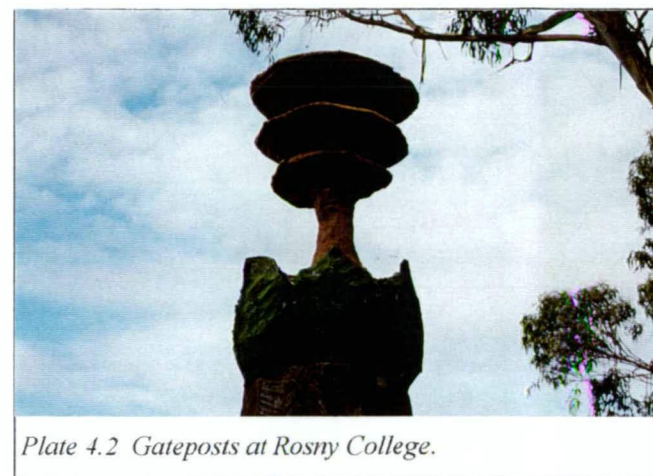


Plate 4.2 Gateposts at Rosny College.

Legibility within the settlement can be achieved by reinforcing the spatial, and linkage elements with public detail. In Sommers Bay a small pavilion is located at the intersection of Sommers Bay Road and the beach. Although detailed design is required, it is to have change rooms and toilets on the lower floor, and a large gazebo structure on the upper floor. Recreational functions such as a tennis court, and bowling green could also be placed at the ends of streets. The perimeter road of the settlement would also have steps down to the beach at either end. (refer to page 52)

4.4 DESIGN STRATEGIES

The design for Sommers Bay consists of three elements: a Future Development Plan (Regulating Plan), a Street Code, and an Urban Code. The strict architectural codes, and landscape codes are not appropriate for this type of holiday settlement as over regulation would work against the relaxed recreational environment. There are provisions in the Urban Code which

stipulate the major aspects of architectural detail and landscaping. There is also a Design Intent panel which shows the logic behind the Future Development Plan, and a Figure Ground drawing indicating the spatial pattern created by the codes.

The codes are aimed at aiding the production of settlement character through both design, and individual contribution by holiday home owners. There is no formula for producing settlement character, and specifications should vary from one settlement to another. Some specifications are arbitrary in that there is no design rationale (such as the 25 degree roof pitch), but they contribute to settlement character by creating subtle similarities. The lot types within this strategy have been designed to favour certain residential uses, but do not determine the 'function' of individual lots. A permanent resident could inhabit a caravan lot (Type IV) for example. Sites for uses other than residential have been specified on the Future Development Plan.

4.4.1 Urban Code and the Future Development Plan

(refer to pages 49 & 50)

The format of the Sommers Bay urban code follows closely the model of Duany and Plater-Zyberk. Although no lot is smaller than the generic lot size an increase in lot size will also increase the building envelope. The specification of the building footprint area, however, only results in increased siting flexibility. Minimum landscaping requirements are not intended to discourage further landscaping on the site with the exception of large trees within the fire break. Parking provisions have not been allocated as the owner has sufficient space in the lot area, and it is unnecessary to regulate.

Type I Inner Residential Lots

These are the core of the settlement and are aimed at producing a large number of traditional holiday homes close to the beach and recreational resources. It is anticipated that these holiday homes will be of high value, and therefore should be limited to within the fire break. The homes are single storey and have a deck facing the street. They are also limited in floor area to discourage usage by permanent residents. There is potential vehicle access from both sides of the dwelling to sheds at the rear of the property. The strip of vegetation at the rear of the site is intended to give the illusion that the holiday home backs onto bushland and is not part of a regulated suburban pattern. The requirement for landscaping is limited to shrubs only in order to minimise the risk of bushfire. (refer to plate 4.3)



Plate 4.3 An example of a typical Type I. White Beach.

Type II Permanent Residential Lots

Type II lots are designed for lot owners that desire a view. These lots are situated around the foreshore and may be two storey, as the first floor area is more restrictive than Type I lots (refer to plate 4.5). These homes have a small entry veranda which faces both the street and the bay, but in most cases this occurs on the south side of the building. There is a greater allowance for sheds and storage, including the opportunity for a carport attached to the side of the building. Outbuildings in the rear yard are only permitted directly behind the main building in order to minimise the impact on views across the bay. The landscaping requirements are similar to Type I except the width of the strip is increased. This is because there is no adjacent boundary landscaping. (refer to plate 4.4)



Plate 4.4 An example of a typical Type II.

Type III Semi-Permanent Residential Lots

This lot type encourages an outdoor lifestyle, but with allowance for the provision of essential services. The development on Type III lots defines a central space by allowing construction only in the 'donut' shaped area. The services building is 'L' shaped to aid the sense of spatial enclosure (refer to plate 4.5). Outbuildings can be bunk rooms, living rooms, and sheds, possibly linked by timber decks or walkways. The number of outbuildings is limited to three in order to discourage full enclosure of the outdoor living area.

It is anticipated that the services building would be initially constructed and then the out buildings developed over a number of years. The landscaping is designed to enclose the lot and offer a vegetation buffer to the street. Ideally these lots preserve as much of the natural vegetation as possible. Buildings on Type III lots must blend into the environment, either by using natural timbers or by the use of dull green, brown, or grey colours.



Plate 4.5 An example of the small 'L' shaped building in Type III development, Clifton Beach.

Type IV Non Permanent Residential Lots

These lots, located on the periphery of the settlement, are intended for camping use only. Three permanent out buildings are permitted on these sites, which are completely obscured from public view by vegetation screening. Natural vegetation retention is again a priority. Permanent style caravans are not permitted on these sites, and an approved toilet must be installed independently of the caravan, before use. (refer to plate 4.6)



Plate 4.6 A typical caravan on a bush site. Sommers Bay.

Type V Special Use Lots

Special use lots occur throughout the settlement and have the greatest flexibility. These sites are designated for public use such as shops, tennis courts, and bowling greens. They are positioned at the end of streets to enhance settlement legibility. It is also possible for existing development to be given this zoning as a step towards achieving the objectives of the code. It is intended that the special use lots would be designed in close consultation with the Sommers Bay's Administration.

4.4.2 Street Code (refer to page 52)

The Street Code determine the street widths, landscaping density, and on street parking. Generally road reserves become narrower closer to the centre of the settlement, but less vegetated. Parking is always parallel with the street, and limited to bays within the vegetated nature reserves. Details of the five street types are set out below:-

Main Street

The main street, Sommers Bay Road has a road reserve of 16 metres which is the narrowest in the settlement. Buildings are required to be set back 3 metres from the road to give the main

street a strong sense of enclosure. Parking is on both sides of the street.

Inner Residential Streets

The secondary streets, a 20 metre road reserve, which matches the existing Sommers Bay reserves. Located inside the fire break, the road reserve is landscaped with sparse trees and mown grass. Parking is provided on one side of the road only.

Fire Break Streets

There is only one of these streets in Sommers Bay, and its main function is to prevent bushfire from entering the inner settlement. The road reserve is a minimum of 25 metres wide, and is landscaped only with mown grass. Parking is provided on one side of the road only.

The Coastal Streets

The coastal street has no landscaping provision on the seaward side of the carriageway because this is already naturally vegetated coastal reserve. The road reserve is therefore only 11 metres wide, allowing parking along the seaward side. Landscaping on the landward side is to be limited to shrubs in order to protect the view of the abutting Type II lots.

Outer Residential Streets

The outer streets aim to maintain a strong bush setting and minimise Council maintenance. The heavy landscaping on the 18 metre wide reserve reflects the inward focus of the adjoining lots. On street parking is provided which may also double as passing bays.

4.4.3 Administration of the Codes

It is possible for the codes to be incorporated into the existing planning scheme under Part 3 of the Land Use Planning and Approvals Act⁹¹, and administered by the Council itself. The process could be delegated to a permanent resident of the Sommers Bay community, or the developer, to assess compliance with the code, but without the power to grant variations. This member could then consult the Council planner as required, and also provide a local contact point for information within the settlement itself. Greater community involvement increases the sense of ownership and understanding of the codes, rather than being perceived as imposed regulations from an invisible government agency.

Some difficulties will be encountered with existing lots and development conforming to the minimum standards of the code. Lot types are allocated irrespective of the present development on the site, but in many cases the lot type matches the existing development. In some cases however, completed development is well beyond that permitted under the codes. It is intended that these lot owners may retain the existing homes but will be denied future development applications that do not conform with the code. Some existing lots not meet the requirements within the codes as they may be impractical, and this will require negotiation with the Sommers Bay administration for review of, and possible relaxation of the code.

4.5 SUMMARY

The planning controls suggested in this chapter are one way of ensuring that a settlement can remain recreational in nature. This system relies on setting development prototypes and assembling them together into a working settlement. The public space design, combined with specific lot landscaping provisions, governs the overall scenic quality of the area. The emphasis on the outdoor recreational lifestyle is reflected in the detailed planning of buildings and streets. The method of planning intends to clearly define the type of settlement needed for the specific site conditions, and then sets out to achieve that objective through clear performance standards.

⁹¹Tasmanian State Govt.

Land Use Planning and Approvals Act, 1993, Part 3, Division 1
Sect. 20(2)(g), pg.13.

Sommers Bay - Design Intent

AIMS

GENERAL AIM IS TO CONTROL THE DESIGN AND CHARACTER OF PUBLIC SPACE.

SITE RESPONSIVENESS

AIM: TO ENSURE THAT DEVELOPMENT BOTH TAKES ADVANTAGE OF, AND REFLECTS THE CHARACTERISTICS OF THE NATURAL ENVIRONMENT.

SETTLEMENT SIZE

AIM: TO ACCOMMODATE THE MAXIMUM NUMBER OF HOLIDAY HOMES IN SOMMERS BAY POSSIBLE WITHOUT SIGNIFICANT IMPACT ON THE NATURAL ENVIRONMENT, OR THE SOCIAL AMENITY OF EXISTING RESIDENTS.

AIM: TO PROVIDE QUICK EASY ACCESS FOR PEDESTRIANS TO THE BEACH AND WITHIN THE SETTLEMENT.

LANDSCAPE QUALITY & ENVIRONMENTAL PROTECTION

AIM: TO MINIMISE THE AREA CONSUMED, AND THE IMPACT OF RECREATIONAL DEVELOPMENT.

AIM: TO PROTECT AS A TOP PRIORITY THE LANDSCAPE QUALITIES, AND ENVIRONMENTAL INTEGRITY OF SOMMERS BAY.

URBAN DESIGN

AIM: TO ACHIEVE SETTLEMENT LEGIBILITY THROUGH SPATIAL DEFINITION WITH BOTH BUILT FORM AND LANDSCAPING.

AIM: TO REINFORCE THE BEACH AS THE PREDOMINANT SOCIAL SPACE BY EASE OF ACCESS.

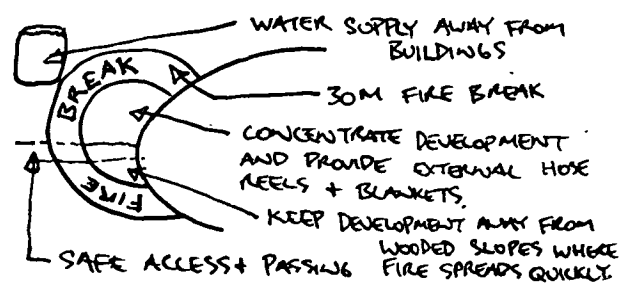
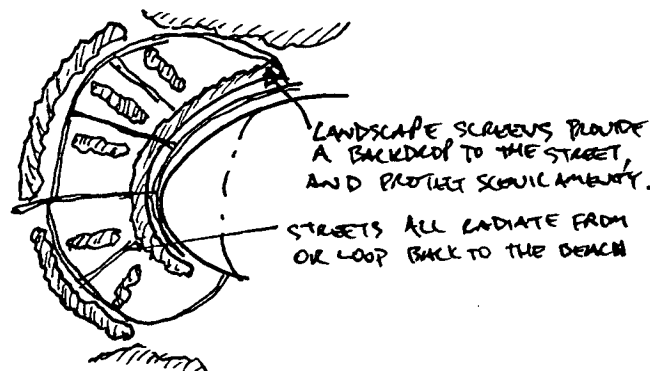
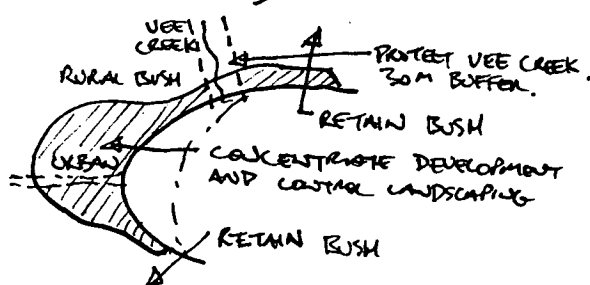
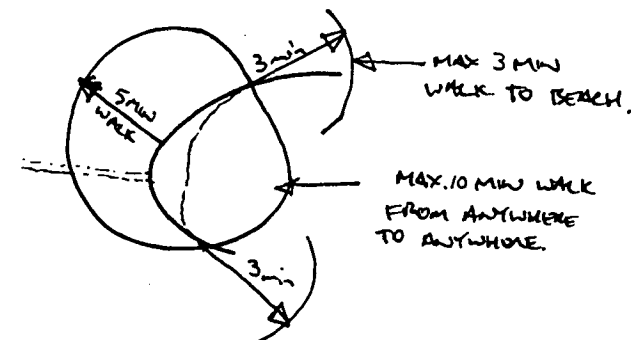
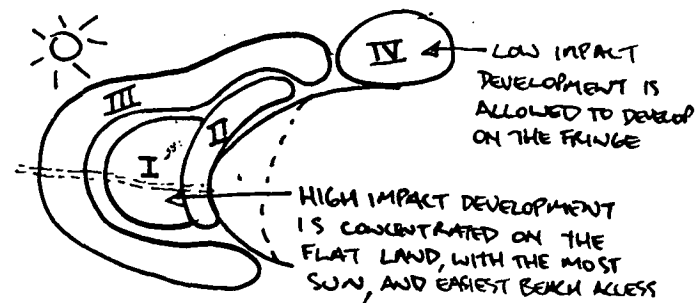
AIM: TO ACHIEVE SETTLEMENT IDENTITY BY ENCOURAGING CONTINUATION OF TRADITIONAL BUILDING TYPES, AND PROMOTING INDIVIDUAL CULTURAL EXPRESSION.

BUSH FIRE RISK

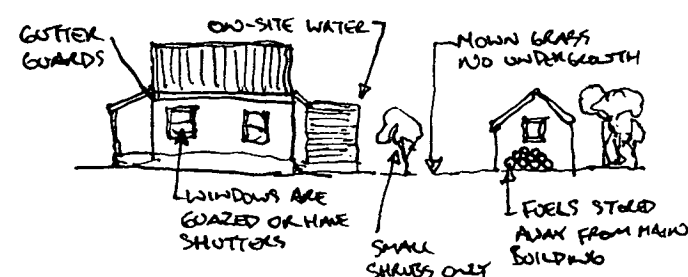
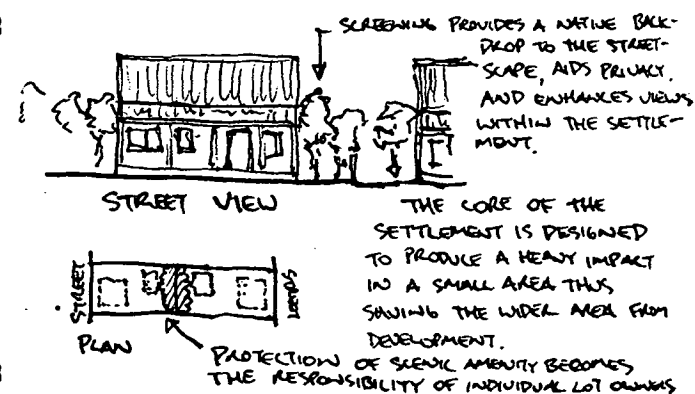
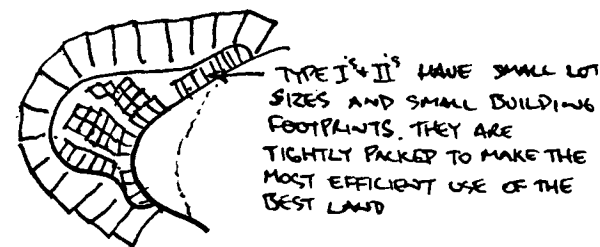
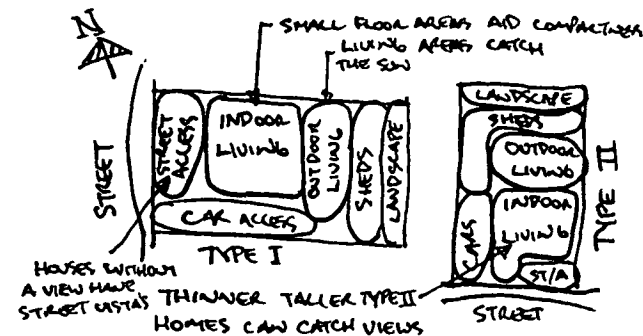
AIM: TO PROVIDE BASIC FIRE PROTECTION TO A LIMITED AREA OF SOMMERS BAY WHICH CAN ACCOMMODATE THE MORE VALUABLE BUILDING TYPES.

AIM: TO MINIMISE THE EFFECT OF BUSH FIRE PROTECTION ON THE NATURAL ENVIRONMENT.

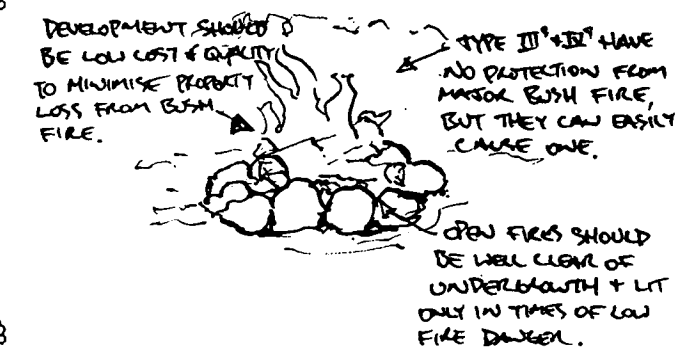
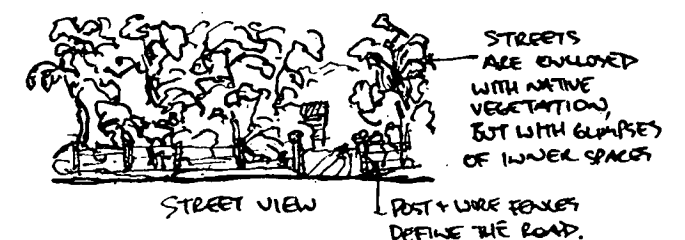
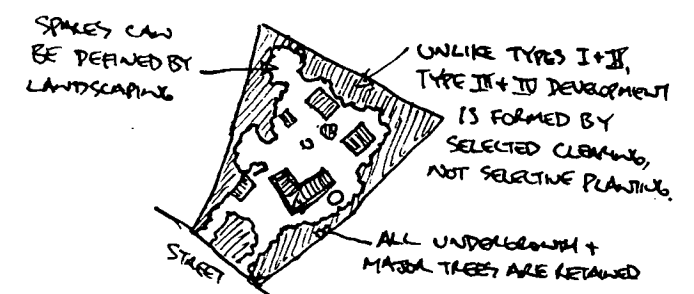
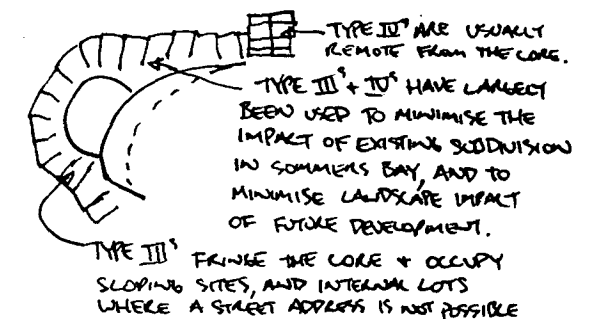
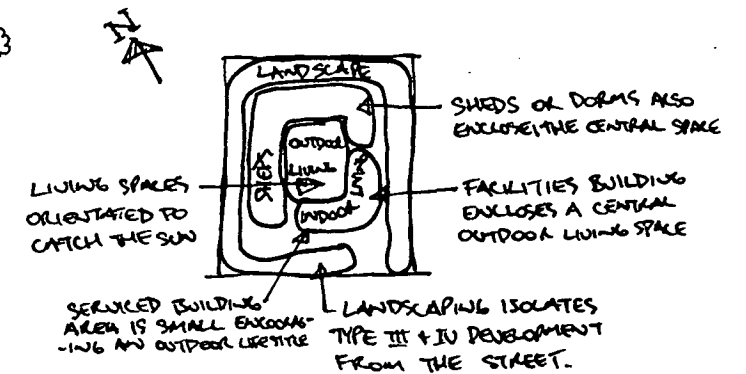
SETTLEMENT



TYPES I & II

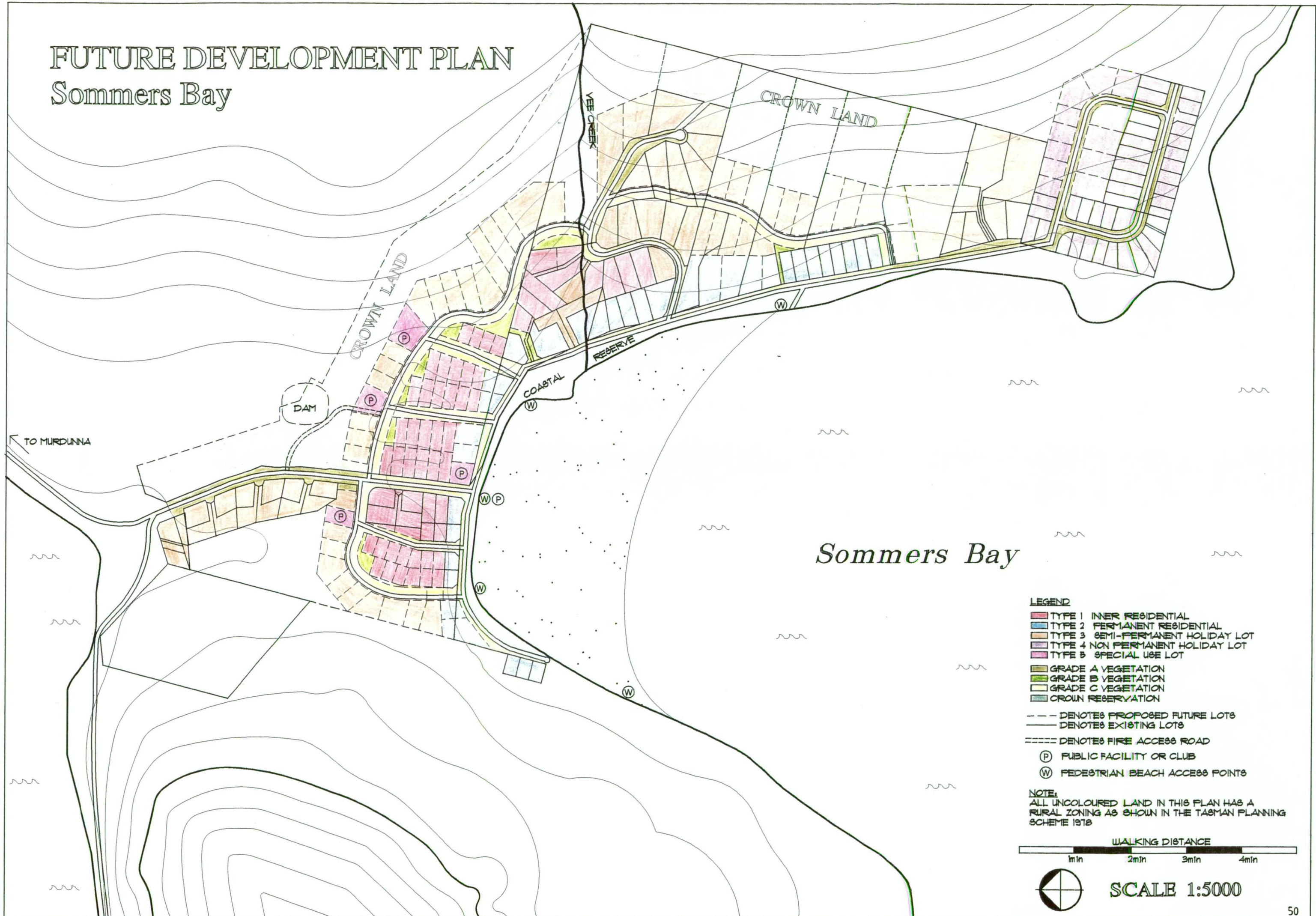


TYPES III & IV



FUTURE DEVELOPMENT PLAN

Sommers Bay



LEGEND

- TYPE 1 INNER RESIDENTIAL
- TYPE 2 PERMANENT RESIDENTIAL
- TYPE 3 SEMI-PERMANENT HOLIDAY LOT
- TYPE 4 NON PERMANENT HOLIDAY LOT
- TYPE 5 SPECIAL USE LOT
- GRADE A VEGETATION
- GRADE B VEGETATION
- GRADE C VEGETATION
- CROWN RESERVATION
- DENOTES PROPOSED FUTURE LOTS
- DENOTES EXISTING LOTS
- DENOTES FIRE ACCESS ROAD
- (P) PUBLIC FACILITY OR CLUB
- (W) PEDESTRIAN BEACH ACCESS POINTS

NOTE:
ALL UNCOLOURED LAND IN THIS PLAN HAS A RURAL ZONING AS SHOWN IN THE TASMAN PLANNING SCHEME 1978

WALKING DISTANCE
1min 2min 3min 4min

SCALE 1:5000

50

Sommers Bay - Urban Code

TYPE I

INNER RESIDENTIAL
LOT SIZE MIN 18.5m BY 30m

TYPE II

PERMANENT RESIDENTIAL
LOT SIZE MIN 22m BY 30m

TYPE III

SEMI PERMANENT
HOLIDAY LOT
MIN LOT SIZE 25m BY 40m

TYPE IV

NON PERMANENT
HOLIDAY LOT
MIN LOT SIZE 25m BY 40m

TYPE V

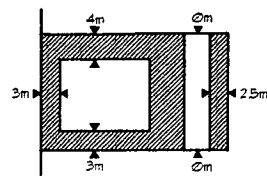
SPECIAL USE TYPE OR
SPECIAL PERMANENT HOLIDAY LOT
LOT SIZE MIN 18.5m BY 30m
CODE PROVISIONS SHALL BE DEVELOPED
IN CONSULTATION WITH THE SOMMER BAY
ADMINISTRATION.

SPECIFICATIONS

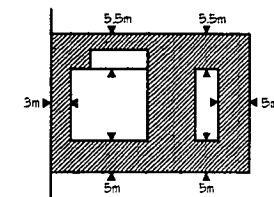
- ALL BUILDING PLANS ARE TO BE SUBMITTED TO THE SOMMER BAY ADMINISTRATION FOR CONFORMITY TO THE CODES.
- VARIANCES TO THE CODE WILL BE GIVEN ON THE BASIS OF ARCHITECTURAL MERIT AND EXISTING LANDSCAPING CONDITIONS.
- THE CODES MAY BE VARIED AT THE DISCRETION OF THE SOMMER BAY ADMINISTRATION.

YARD

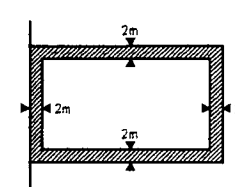
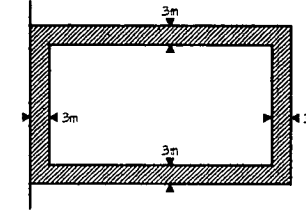
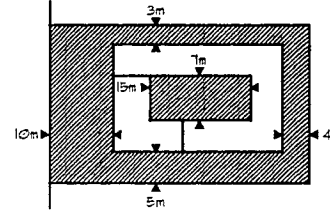
AN AREA LEFT FREE OF STRUCTURES MORE THAN 600mm IN HEIGHT.



MAXIMUM BUILDING FOOTPRINT 11.5m BY 14.5m



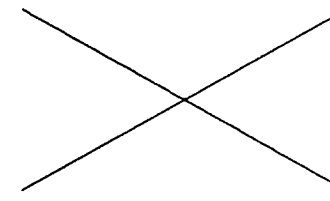
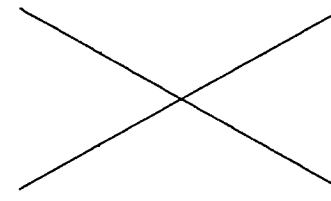
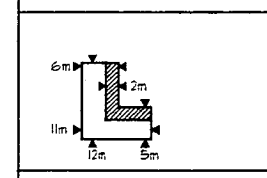
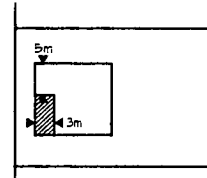
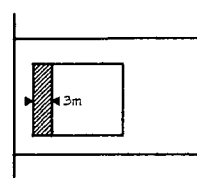
MAXIMUM BUILDING FOOTPRINT 11.5m BY 12.5m



- THE FACADE OF THE BUILDING SHALL EXTEND THE FULL WIDTH OF THE ALLOWED AREA.
- FENCES SHALL BE POST AND WIRE 900mm HIGH AND HAVE GATE POSTS AT ALL ENTRY POINTS. POST CAPS ARE TO BE OF DISSIMILAR DESIGN TO OTHERS IN THE SETTLEMENT. FENCING IS REQUIRED ON ALL BOUNDARIES.
- THE SITE CONTROLS MAY BE MIRRORRED ALONG THE AXIS PERPENDICULAR TO THE STREET.
- AN ANNUAL PERMIT IS REQUIRED FOR CARAVANS ON LOT TYPES I, II, AND III.

ENTRY VERANDAH

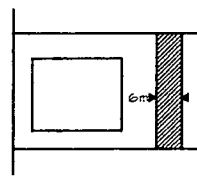
AN UNENCLOSED STRUCTURE THAT IS AN INTEGRAL PART OF THE BUILDING.



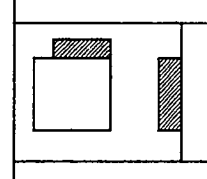
- VERANDAHS SHALL BE NO SMALLER THAN THE WIDTHS AND DEPTH SHOWN.
- VERANDAH ROOFS SHALL BE SUPPORTED BY A MINIMUM OF FIVE POSTS.
- ALL WINDOWS ARE TO BE VERTICALLY PROPORTIONED RECTANGLES NO LESS THAN 1:1.5, OR SQUARE IN SHAPE. HIGHLIGHT WINDOWS MAY BE HORIZONTALLY PROPORTIONED.

OUT-BUILDINGS

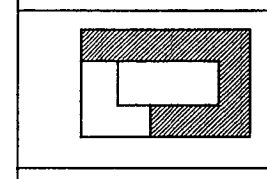
AN AUXILIARY STRUCTURE WITHOUT WASTE DRAINAGE AND WITH A FOOTPRINT SMALLER THAN 6 METRES BY 4 METRES.



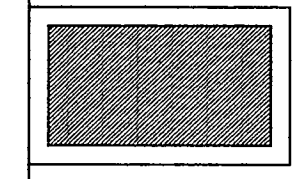
MAXIMUM TWO OUTBUILDINGS



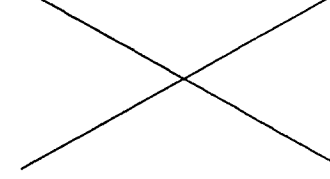
MAXIMUM TWO OUTBUILDINGS



MAXIMUM THREE OUTBUILDINGS



MAXIMUM THREE OUTBUILDINGS

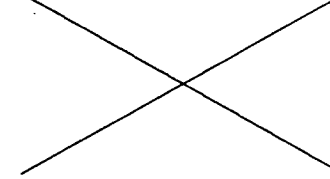
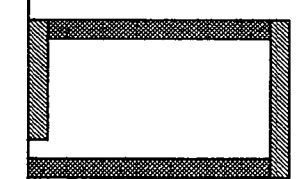
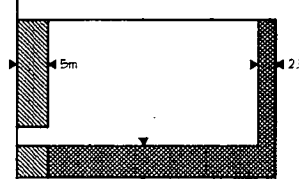
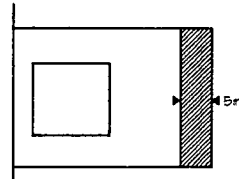
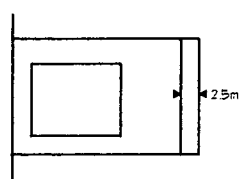


- NO OUTBUILDING IS TO BE CONSTRUCTED OUTSIDE THE DESIGNATED AREA.
- OUTBUILDINGS MAY NOT EXCEED 6m IN HEIGHT.
- OUTBUILDINGS SHALL BE CLAD IN TIMBER OR SHEET CLADDING ONLY, AND ROOFED IN IRON.
- IF AN OUTBUILDING FALLS ON A PROPERTY BOUNDARY THAT WALL WILL BE WINDOW-LESS AND MASONRY.
- WATER TANKS MAY BE LOCATED ANYWHERE ON THE SITE.

LANDSCAPING

LANDSCAPING IS DEFINED INTO THREE GRADES OF VEGETATION:

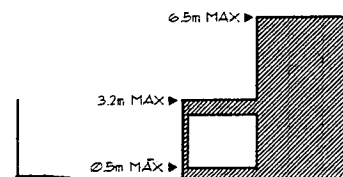
- A GRADE - ENDEMIC VEGETATION WITH UNDER-STORY AND MAJOR TREES.
- B GRADE - SHRUBS ONLY WITH THE UNDERSTORY CLEARED TO MOWN GRASS.
- C GRADE - MAJOR TREES ONLY SURROUNDED BY MOWN GRASS.



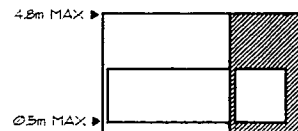
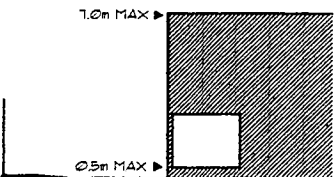
- ALL VEGETATION IS TO REMAIN INTACT WHERE USE AND GRADING REQUIREMENTS ALLOW.
- ONLY NATIVES ARE TO BE PLANTED IN DESIGNATED LANDSCAPING AREAS.
- THE PLANTING AND CLEARING OF VEGETATION SHOULD BE DONE TO AVOID STRAIGHT LINES.
- THE USE OF VEGETATION TO CREATE EXTERNAL SPACES IS TO BE ENCOURAGED (ESPECIALLY IN TYPES III & IV).
- THE PLANTING OF LAWN OR EXOTIC PLANTS IS PROHIBITED WITH THE EXCEPTION OF FRUIT TREES.

BUILDING HEIGHT

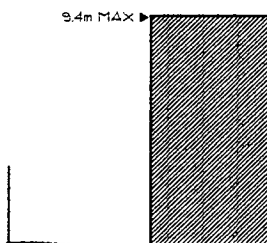
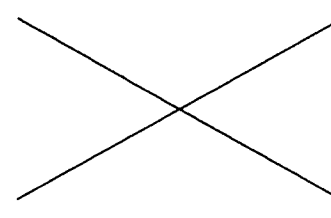
THE VERTICAL DISTANCE BETWEEN THE BUILDING'S HIGHEST POINT AND NATURAL GROUND LEVEL. OTHER REQUIRED HEIGHTS ARE MEASURED VERTICALLY FROM THE SHOWN POINT TO NATURAL GROUND LEVEL.



SINGLE STOREY ONLY



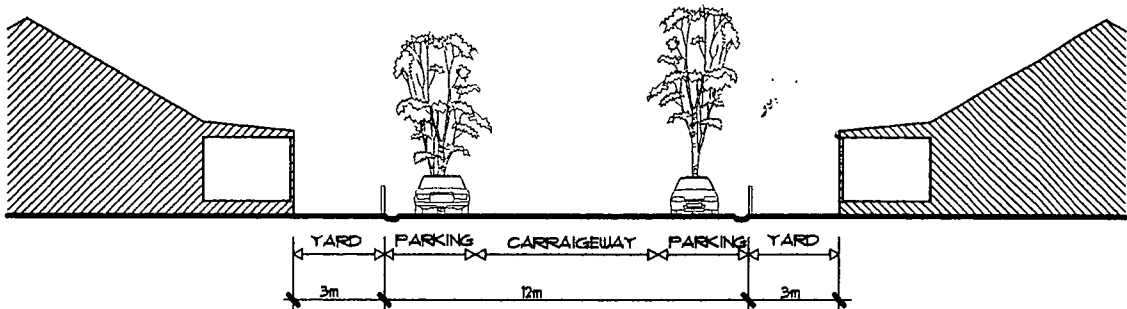
SINGLE STOREY ONLY



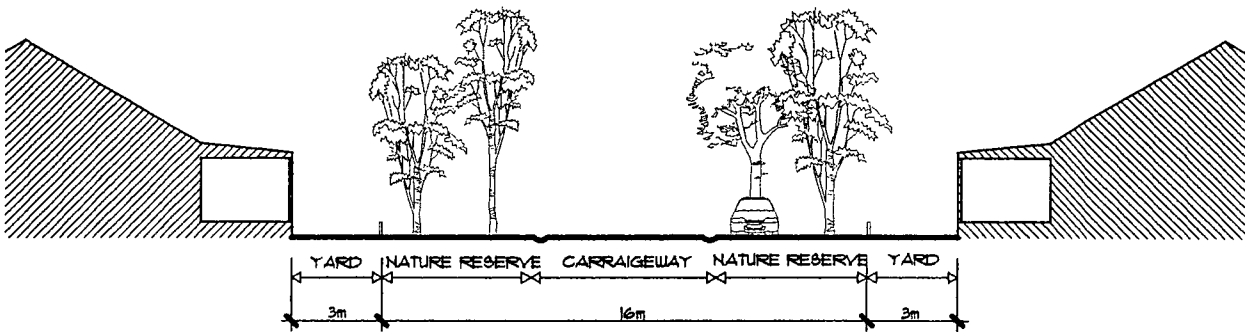
- MAXIMUM BUILDING HEIGHTS SHALL BE AS DESIGNATED.
- ALL ROOFS ARE TO HAVE A MINIMUM SLOPE OF 25 DEGREES TO THE HORIZONTAL.
- CONCRETE SLAB ON GROUND IS NOT PERMITTED FOR BUILDINGS.
- HIPPED ROOFS ARE PROHIBITED, AND SKILLION ROOFS MUST ABUT A WALL.
- CURVED ROOFS ARE PERMITTED IF THE CHORD FROM THE MIDPOINT TO THE FASCIA IS OF THE MINIMUM SLOPE.
- TYPE I, & II BUILDINGS ARE TO BE PAINTED IN DULL PRIMARY COLOURS. TYPES III, & IV ARE TO BE PAINTED IN BROWNS, GREENS, AND GREYS OR LEFT AS UNPAINTED TIMBER.
- ALL TYPE I, & II DEVELOPMENT IS TO BE CLAD WITH TIMBER LAP BOARDING, OR SIMILAR.

STREET CODE

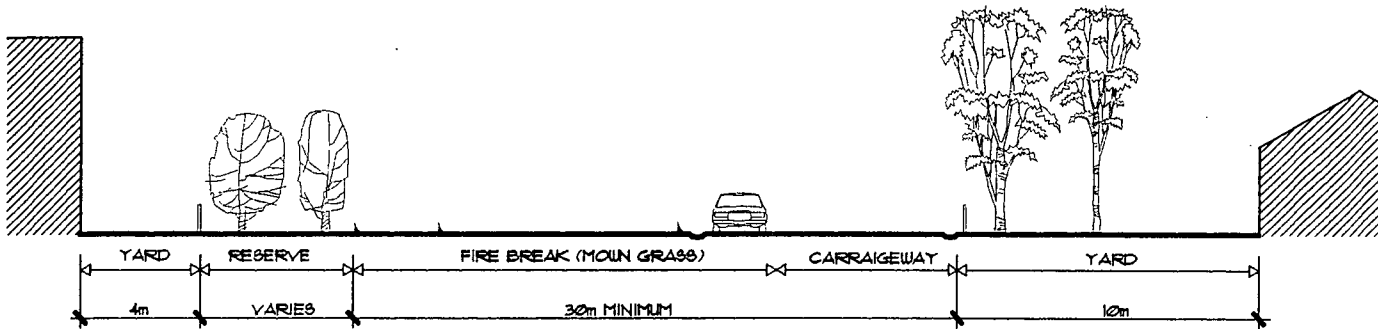
Sommers Bay



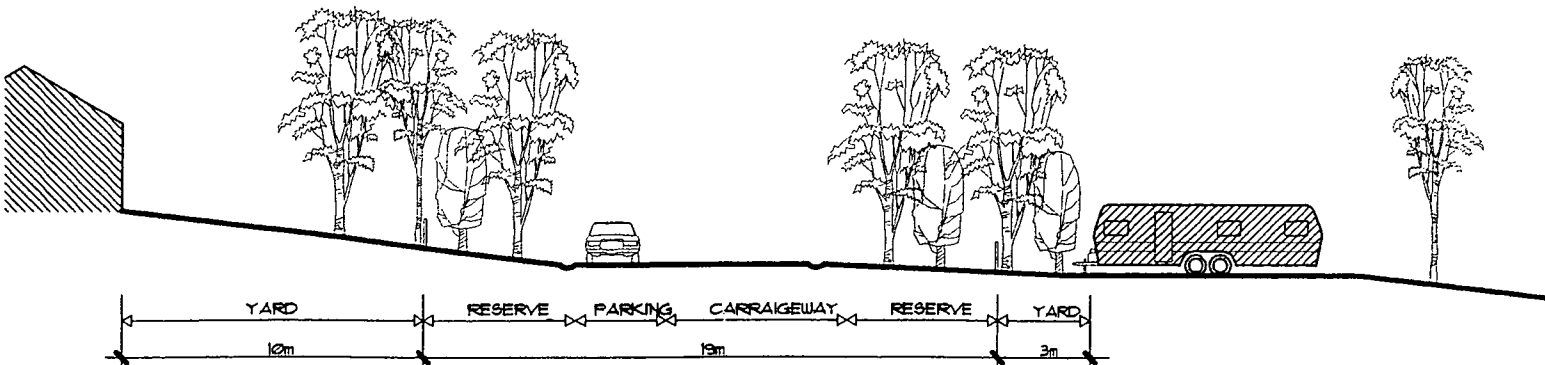
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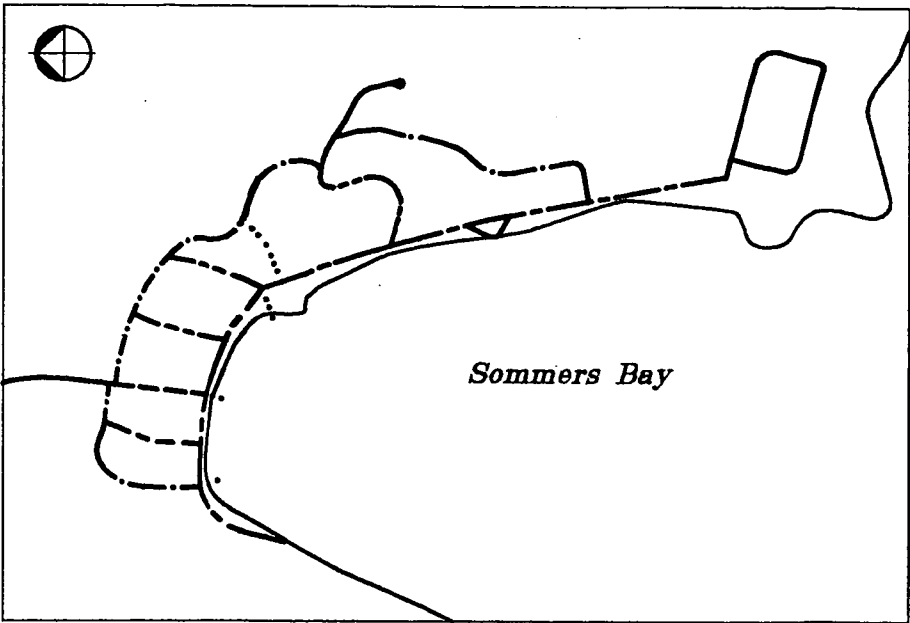
INNER RESIDENTIAL STREETS



FIRE BREAK ROAD

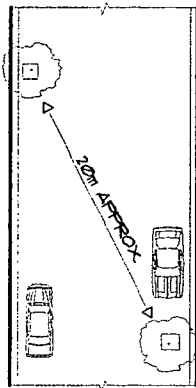


OUTER RESIDENTIAL STREETS

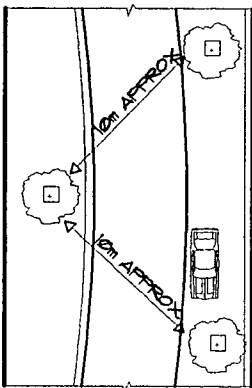


LOCATION PLAN

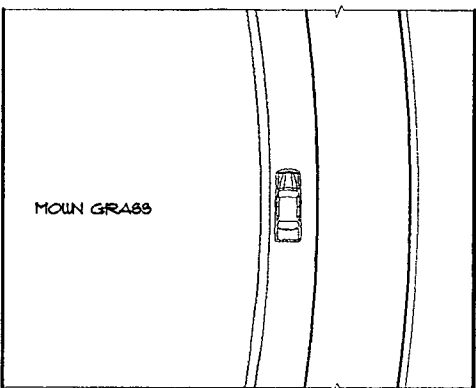
- FIRE BREAK ROAD
- PEDESTRIAN ROUTE
- INNER RESIDENTIAL STREET
- COASTAL STREET
- MAIN STREET
- OUTER RESIDENTIAL STREET



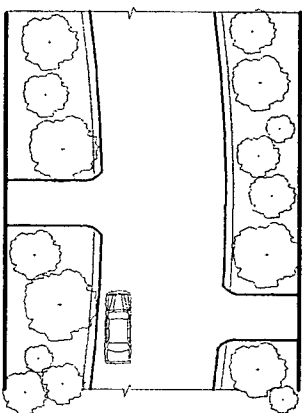
MAIN STREET



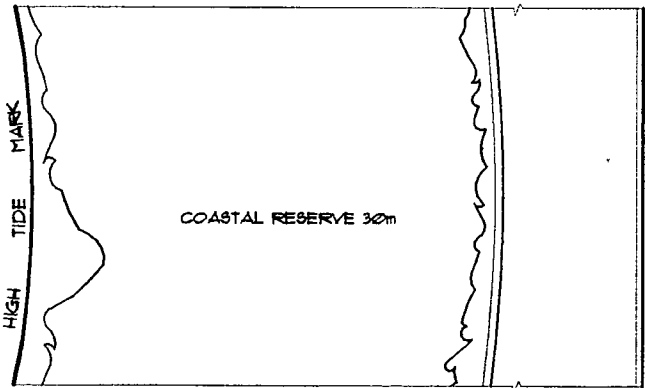
INNER RESIDENTIAL STREETS



FIRE BREAK ROAD

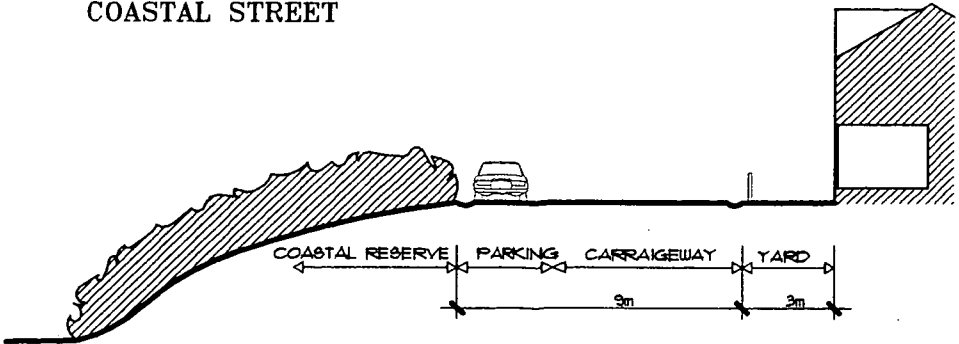


OUTER RESIDENTIAL STREETS



COASTAL STREET

NOTES:
ALL CARRIAGEWAYS ARE SIX METRES WIDE
ALL PARKING BAYS ARE THREE METRES WIDE
ALL ROADS SHOULD BE BASED ON A CURVATURE SUITABLE FOR THE ROAD RESERVE
NO VEGETATION IS TO BE REMOVED FROM ROAD RESERVES WITHOUT THE APPROVAL OF THE SOMMERS BAY ADMINISTRATION
ALL SERVICES WITHIN THE SETTLEMENT ARE TO BE INSTALLED UNDERGROUND, AND ADEQUATELY MARKED.
STREET PLANTING IS NOT TO BE ALIGNED OR ACCURATELY SPACED.
LOT OWNERS ARE REQUIRED TO KEEP ALL FENCING IN GOOD REPAIR

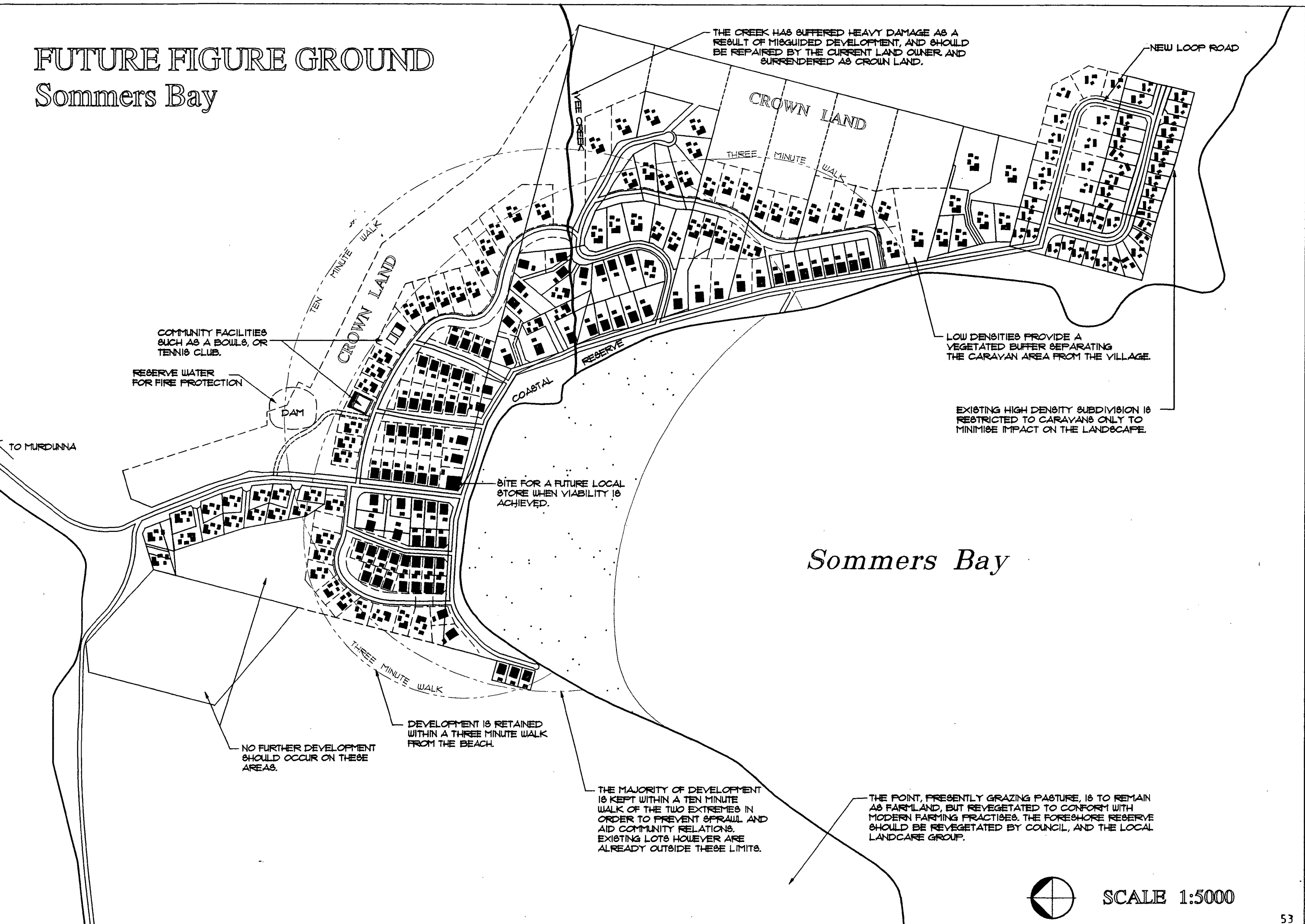


COASTAL STREET

SCALE 1:250
STREET, AND LOCATION PLANS ARE NOT TO SCALE

FUTURE FIGURE GROUND

Sommers Bay



Chapter 5

Discussion and Conclusions

5.1 INTRODUCTION

This study has defined the typology of holiday settlements, and provided a model for planning control that still incorporates individual settlement character. An assessment of general planning practice revealed that quality design cannot always be achieved without suppressing the creativity and integrity of designers. Subsequently a solution offered by American architects Andres Duany and Elizabeth Plater-Zyberk, particularly in their town of *Seaside*, was found to overcome this planning dilemma of control verses individual expression. The philosophy used at *Seaside* was then combined with Tasmanian rural and coastal planning issues, and finally applied to the growing holiday settlement of Sommers Bay. It was found that the Duany and Plater-Zyberk approach could be tailored to produce the typical attributes of Tasmanian holiday settlements, and also individual settlement character. A strategic plan, and the corresponding urban codes were then produced, which could control future development in Sommers Bay.

As there was limited research found on the physical attributes of holiday homes and settlements at a local, national, or international level. The bulk of this study was therefore, dedicated to reviewing the relevant theory, and constructing a detailed analysis of the social and physical fabric of Tasmanian holiday settlements. It was found that they faced a contradiction in planning terms between a recreational culture, based on low quality development, and regulations, which only permit high quality development. Broad-scope planning, without the benefit of a defined recreational typology was found to encourage suburban development in holiday settlements.

This paper also provided a working design for the settlement of Sommers Bay which permits future development in such a way that the important holiday settlement characteristics are maintained. This proposal includes design solutions which are specific to Sommers Bay, but also sets out a design philosophy which could be applied to any holiday settlement.

5.2 COURSE OF ACTION

The model suggested, is a radical change from present planning practice, as development is specifically designed before control

mechanisms are put in place. The discrete nature of this approach, concentrating initially on individual communities, suggests that a trial settlement would be the most appropriate method for implementation. As was the case with *Seaside*, the codes will require refinement as designers uncover limitations and loopholes within the controls. A preliminary trialing of the code could be conducted in the form of a architecture charette, or as an architecture class design exercise. The flexibility of present planning schemes would allow a micro system of control, such as that proposed for Sommers Bay, to be easily incorporated. There is no specification within the Sommers Bay proposal which is outside the existing power of Local Government. In particular, Tasman Council could benefit from trialing this proposal, as there are a number of holiday settlements within their municipality.

5.3 STATE AND REGIONAL RECOMMENDATIONS

Aim: *To improve the quality of subdivision within zonings.*

Surveyors be instructed on design theory as a course, within their degree and as ongoing professional development. Surveyors need to be aware of the implications of lot size, location, and orientation on both future development, and the environment.
Responsibility: University of Tasmania, Surveyors Institute.

Aim: *To ensure all relevant parties are informed.*

New titles should be submitted in DXF format to the titles office to allow the compilation of accurate vector plans of property boundaries. At present most survey information is produced digitally, and submitted to the Titles Office on paper. The Titles Office then re-digitise this information for easy reference, but in a format that cannot accurately be transcribed into a digitally accurate map. Even if the resources are unavailable to process the information, collection needs to begin immediately in an appropriate format, in order to save future redrafting costs.
Responsibility: State Government - Land Titles Office, Surveyors Institute.

Councils, especially rural councils, need to be constantly be supplied with revised plans in order to view the overall picture of development. Development control officers, with limited time and resources, often have no choice but to assess applications in isolation from one another. Some councils use Geographic Information System (GIS) programs to map development, but such an approach requires considerable resources to input and maintain updated information, and results in the information base located in small pockets throughout Tasmania. If DELM were to generate state-wide maps, based on information submitted to the titles office, then councils could be provided with updated graphical information on their municipality, or neighbouring municipalities. DELM could also use this information in state planning policy, or regional strategies.

Responsibility: Respective Council's, State Government - Land Titles Office, State Government - DELM.

Updated plans, and development notices should be placed on a settlement or town, notice board, and be easily visible to the whole community. A useful addition for holiday settlements would also be a register of local property owners and a contact address or phone number, this would aid in the transfer of information between holiday home owners.

Responsibility: Respective Councils.

Aim: *To provide the flexibility for the introduction of design into the planning process.*

Strategic plans should be developed from a community scale into broader regional and state scale planning. This will ensure that future development will respond to the needs of the individual community rather than conforming to blanket regional strategies.

Planning controls should be site responsive. Local government should tailor use zones to promote development of sites with conditions favourable for settlement, and where impact on the environment is minimal. Planners must start to consider design aspects such as sun, prevailing weather, soil types, and slope, rather than simply using existing property boundaries as the basis for future development.

Responsibility: Respective Council Strategic Planners.

'Use zoning' needs to be more transient. 'Use zoning' influences the value of the land and therefore the property owners rights. The re-zoning of land is a one way process, due to the threat of compensation claims, this form an impediment to changing zoning areas. One solution to this is to exchange zoning permanence for 'time related' zoning, hence making development of land an opportunity rather than a right. In real terms the current zoning of land would not change, but the opportunity of making zoning site responsive, and malleable could then be achieved.

Responsibility: Respective Councils, State Government DELM.

Reserves should not be the by product of subdivision, but should be set aside by Councils for surveyors and developers to work around. As part of a community strategic plan all recognised water courses should be claimed by local Government as riparian reserves under the relevant act⁹² to the maximum extent permitted. Developing over water courses, as occurred Sommers Bay, should not be permitted. This policy should also apply to the development of coastal reserves.

Responsibility: Respective Council Strategic Planners, Land Use Planning and Review Panel - DELM.

Aim: To ease public understanding of planning regulation.

Planning schemes should be drawn up into a clear graphical format which can be easily understood by lay people. Planning schemes have become complex legal documents, often requiring professional interpretation. Presenting planning schemes in a graphical form may lessen the need for such interpretation and remind planners of the spatial effects of the words they create.

Responsibility: Respective Councils.

Aim: To co-ordinate infrastructure planning with land use.

Development limits need to be related to infrastructure grades and maintained to those limits until a considered plan of future development and public spending is put in place. Some uses, such as holiday settlements, do not require the full range of infrastructure servicing expected in city areas. In the case of Sommers Bay, Tasman Council is planning to seal a road that a significant proportion of its population do not want. The defining of where infrastructure will be provided by Council, whilst not discouraging the provision of infrastructure by private

enterprise, could stimulate development in appropriate areas, and lessen infrastructure expenditure.

Responsibility: Individual Councils, State Government - DRT.

5.4 RECOMMENDATIONS FOR HOLIDAY SETTLEMENTS

Aim: To protect the recreational environment of holiday settlements.

Prohibit elements of strong associations with the suburban environment, and promote their replacement with a holiday settlement, or rural equivalent. This will be achieved primarily by making lot owners aware of settlement identity and the importance of expressing the recreational usage of their area. The use of a code, which implements a design for public space, will also dissuade suburban elements by replacing them with holiday settlement alternatives.

Responsibility: Respective Council's.

Encourage owner builders by providing a type of development which is simple to construct, and making basic engineering information easily available. Certain unserviced structures, such as pergolas, decks, and small sheds should not require a building permit. An information package for construction of basic structures, which includes: designs, footing details, timber span tables and ratings, and decorative detail options should also be available from the Council.

Responsibility: Respective Councils.

Building types should be regulated to conform to the vernacular style of holiday home, which is of simple construction and built of economical materials with proven durability. This enables quality holiday homes to be built at reasonable cost, whilst contributing to the overall character of the settlement.

Responsibility: Respective Councils, individual lot owners.

Aim: To protect the natural resources of holiday settlements.

The increase of user numbers on the environment should be incremental, and be followed by an ongoing assessment of its impact. A three stage process should be involved: design, development, and assessment. Small quantities of development

should be permitted as part of a strategic plan. The impact of the development should then be assessed both environmentally and socially, before planning commences for the next stage of design. This process could then continue until either the strategic plan is fulfilled, or the effects of development counteract strategic objectives.

Responsibility: Respective Councils.

Information should be available to lot owners on methods, and reasons for minimising environmental disturbance. A pamphlet should be produced and distributed to holiday home owners, and displayed on the community notice board. The minimal impact bushwalking pamphlets are a successful example.

Aim: To address the issue of bushfire through balancing protection and environmental impact.

Fire breaks should be placed around concentrations of development, but without damaging the landscape quality of the area. Such development should be located on level sites, with safe access, and water resources.

Responsibility: Respective Councils, Fire Service Tasmania.

Specifying landscaping requirements for high risk and low risk lots. Where concentrated development occurs lot owners should be required to maintain vegetation clear of undergrowth. Peripheral lot owners need to be made aware that their lots do not have fire protection, and should therefore assume any development will be expendable in the case of a bushfire. Landscaping on these lots should have the primary function of maintaining landscape, and environmental quality.

Responsibility: Respective Councils, Lot owners.

Aim: To encourage individual expression within holiday settlements, whilst carefully articulating the character of public spaces.

Use the urban codes, of the type suggested in this study, to require the unique design of a certain building element. This building element should be publicly visible, capable of generating a number of solutions, and achievable without excessive cost or skill.

Responsibility: Respective Councils.

⁹²Tasmanian State Govt.

Local Government (Building and Miscellaneous) Act, 1995,
Section 85(d)(iv), pg.51.

Use a strategy plan and codes of the type suggested in this study to define public space. The generation of these control devices should be based on the design philosophies outlined in Chapter 4 of this study.

Responsibility: Respective Councils.

Aim: To encourage public participation in regulating the holiday settlement environment.

To provide the necessary mechanism for a resident to assess preliminary compliance with the code, subject to final approval by council. The prescriptive nature of the codes allows an application to be checked for compliance without expert knowledge. It is of great benefit to the community to have a local familiar with the code, and able to give unsolicited advice on interpretations of the code to other residents. Such a person may not issue variances to the code, or approve development, but may recommend compliance with the code to the council planning officer.

In conclusion, this study has defined the typology of the holiday settlement, and established a model for future growth that continues these characteristics. This model could be applied to other holiday settlements, rural towns, or other development requiring typology definition. Such codes however would derive from a different set of social values, site requirements, and other issues. Despite the variations that are required to adapt to specific contexts, this model is designed to reflect these irregularities unlike many modern planning tools. This study demonstrates that development character can be defined and applied in a clear and pre-determined way without sterility.

Appendices

APPENDIX 1 TASMAN PLANNING SCHEME GUIDELINES.

As discussed in Chapter 4 the current Tasman Planning Scheme of 1978 has a list of guidelines as an appendix. These guidelines contain most of the policies which, if physically achieved, would be sound rural planning practise. The revised Tasman planning scheme is said to include many of these suggestions into the main body of the document, but whether they have become more than simply guidelines is not yet known.

APPENDIX 2

Check List of General Environmental Implications of the Development of New Sites

DEVELOPMENT SITE ACTIVITY OR REQUIREMENT	POSSIBLE ENVIRONMENTAL EFFECTS	SUGGESTED MANAGEMENT GUIDELINES FOR DEVELOPMENT
1. Clearing of Natural Vegetation	<ul style="list-style-type: none"> - Soil Erosion.. - Silting of water-courses. - Reduction of landscape quality. - Reduction of wild-life habitat. - Invasion by noxious weeds, other undesirable vegetation. 	<ul style="list-style-type: none"> - Prohibit any clearing above. - 25% slope - Restrict clearing for construction to that necessary for building access, and fire protection. - Encourage replanting of trees and shrubs and ground cover on cleared land. - Indigenous species are more desirable. - Ensure rapid establishment of desirable ground cover (e.g. pasture species) if further areas are cleared for agriculture. - Avoid clearing along straight line property boundaries - on irregular, 'feathered' edge is more appropriate, especially on slopes.
2. Grading, Evacuation, Cut and Fill	<ul style="list-style-type: none"> - Soil erosion by rain run-off. - Silting of water courses. - Modification of natural drainage patterns. - Unsightly areas of bare soil and steep slopes. - Removal of fertile topsoil. 	<ul style="list-style-type: none"> - Design works to fit the site, thus minimising the need for earth moving. - Minimise bare ground except during construction cover or re vegetate as soon as possible. -Uncover and stabilising vegetation. - Provide silt retention basins downhill from steep sites, to allow silt to settle out of runoff.

DEVELOPMENT SITE ACTIVITY OR REQUIREMENT	POSSIBLE ENVIRONMENTAL EFFECTS	SUGGESTED MANAGEMENT GUIDELINES FOR DEVELOPMENT
2. Grading, Evacuation, Cut and Fill		<ul style="list-style-type: none"> - Consider existing natural drainage patterns or lack of draining and either minimise disruption when site planning or plan for site drainage as essential part of the development process. - If possible, stockpile any topsoil which has been removed for replacement as part of re vegetation of site after completion of works. - Ensure that cuttings and steep bare slopes are at a stable angle; if possible plant with ground cover and stabilising vegetation.
3. Residential or accommodation Structures.	<ul style="list-style-type: none"> - Reduction or enhancement of landscape quality. -Increase in volume and speed of run-off from impervious surfaces (roofing and paving). - Reduction in the natural character of the area. -Provision of parking both off and on street. - Detrimental effects on adjoining land, e.g. shading, blocking of views, invasion of privacy. - Fire risk to property 	<ul style="list-style-type: none"> - Encourage the concentration of structures in compact form in town area. - Site structures in outlying areas to minimise their visibility from main roads and viewpoints. - Site camping and caravan parks so as to maximise natural cover and protection. -Major accommodation areas to be designed to carry all parking requirements - Screen structures with trees and shrubs as necessary. - Use external materials and finishes that harmonise with the surroundings non-reflective materials, subdued colours, such as browns and greens. - Limit the height of structures to minimise visual impact. Buildings should not be visible against the skyline (i.e. built on elevated ridges.

DEVELOPMENT SITE ACTIVITY OR REQUIREMENT	POSSIBLE ENVIRONMENTAL EFFECTS	SUGGESTED MANAGEMENT GUIDELINES FOR DEVELOPMENT
<p>4. Provision of Drainage and Sewerage.</p> <p>- Drainage</p> <p>- Sewage and Sullage Disposal</p>	<ul style="list-style-type: none"> - Increased volume and speed of run-off discharged into water-courses, increasing the likelihood of sit flooding. - Soil erosion where drainage system is poor. - Pollution of surface and ground water with runoff from roadways fertilised lawns etc. - Pollution of surface and ground water - eutrophication, health hazards etc. 	<ul style="list-style-type: none"> - Minimise disruption of natural drainage system on site. - Minimise the increase in runoff and retain for as long as possible within the site. - Ensure that the area of impervious surfaces remains a low proportion of total land surface in areas to be developed. - Both sewage and sullage must be treated where possible. - Design subdivisions and tourist accommodation areas to allow effluent reticulation and central treatment, (lagoons, trickling filter or treatment plants), in all areas where effluent discharge will pollute surface or groundwater. - Confine town limits to compact area for economical future sewerage action for cluster developments. - For all septic tanks, follow Department of the Environment guidelines for setbacks of soil absorption fields, lot sizes for slope range and establish if soils can accommodate the discharges in an area of high rainfall.

DEVELOPMENT SITE ACTIVITY OR REQUIREMENT	POSSIBLE ENVIRONMENTAL EFFECTS	SUGGESTED MANAGEMENT GUIDELINES FOR DEVELOPMENT
<p><i>5. Provision of utilities.</i></p> <p>- <i>Electricity</i></p> <p>- <i>Telephone</i></p>	<p>- Unsightly network of poles and wires</p> <p>- Unsightly network of poles and wires.</p> <p>- Reduction in volume of water available for existing users.</p> <p>- Surfaces of ground water supplies may be polluted.</p>	<p>- For concentrated or new major developments require that all extensions of electricity services to be provided underground, preferable in a shared mains trench with other utility services.</p> <p>- Where necessary and possible require new telephone services to be underground</p> <p>- All new dwellings should collect roof runoff for domestic supply and fire-fighting. Additional water from surface or ground water sources should be pumped into the storage when necessary.</p>
<p><i>6. Access and Circulation</i></p>	<p>- A reticulated ('unlimited') water supply means a greater volume of effluent is discharged for treatment</p> <p>- Erosion on unsealed roadways.</p> <p>- Unsafe vehicular access from development site to highway or main road.</p> <p>- Ugly scars on slopes and roads and driveways.</p> <p>- Inappropriate 'suburban sealed roads with concrete kerbs and channels.</p>	<p>- Enforce strict control on effluent discharges (sewage and sullage) to avoid pollution of surface or ground water.</p> <p>- Design subdivision to minimise the total length of roadway required.</p> <p>- Design roadways to fit local topography - parallel to contours as far as possible.</p> <p>- Avoid the use of concrete kerbs in rural areas; use grassed or gravel verges. Experiment with pervious paving material to minimise runoff.</p>

APPENDIX 2 HISTORY OF HOLIDAY HOMES

The history of holiday homes in Tasmania only known in general terms, but little study has been done into the identification of culturally significant sites or buildings. Holiday homes are difficult to protect as items of cultural significance because of their rapid evolution into permanent structures, and the often poor quality of construction. The suburbanisation of older holiday settlements often results in some of the higher quality holiday homes being incorporated into the new urban fabric. In Hobart there are also retreats within the city, such as renovated boat sheds at Cornelian Bay, which are used as weekenders or studios. The many historical aspects to holiday homes and settlements that are beyond the scope of this paper, but that should be considered in their development planning. Following is a brief history of holiday homes in Tasmania:-

The use of seasonal holiday housing by the affluent in society has a long history in western culture. Holiday homes were evident in ancient Egypt, and the wealthy of ancient Rome often had a number of recreational homes or 'villas'¹. These bourgeois expressions continued into Victorian Britain from hunting accommodation known as 'shooting boxes' to grand holiday homes such as Balmoral Castle, amongst others, for the Royal family. This practise of the wealthy constructing holiday homes also became adopted in colonial settlements amongst the affluent wishing to simulate their home environment and cultural lifestyle. Tasmania's early history of holiday homes is uncertain, however the first recorded holiday settlements were at Georgetown and Low Head in the north, at New Norfolk on the western shore of the Derwent River, and along the edge of the D'Entrecasteaux Channel in the south, before 1852². Browns River (Kingston), Three Hut Point (Gordon), and Peppermint Point (Woodbridge), were some examples of penal holiday settlements, but by the 1870's Hobart's eastern shore also became used for holiday housing. The distinguishing feature of this period was that most of these early settlements were isolated needing a private yacht or the regular steam ship service for access.

Competitiveness between steamship companies produced a sharp growth in the popularity of holiday homes through the 1880's, producing additional settlements such as Opossum Bay on the northern end of the South Arm peninsula³. One phenomenon of new world countries was the ability of all social classes to enjoy a holiday home. In Tasmania the mid to late 1800's saw the beginnings of the popularisation of holiday homes, with the construction of weekend residences, often by groups of families, on the slopes of Mount Wellington.

Most of the present holiday settlements were established in the early 1900's as cars became more common, aided by speculations in coastal land. The growth of holiday settlements in the southern region later boomed in the 1950's and 60's as large scale subdivision, of sometimes over one thousand lots, was stimulated by the construction of a bridge from Hobart to the eastern shore. The steady growth of holiday settlements continues to be stimulated by improved access from the major population centres,⁴ however mostly through consolidation of existing sites.

¹Coppock J.T. *Second Homes: Curse or Blessing*, Pergamon Press, 1977

²Mosely J.G. *Aspects of the Geography of Recreation in Tasmania*, Unpublished Thesis, Australian National University 1963. Vol.1 & 3 (pp111&454)

³op. cit. Mosely J.G. Vol.1 (pp112)

⁴Thorne K. *Holiday Homes in Tasmania*, Unpublished thesis, University of Tasmania, 1977 (pp59).

APPENDIX 3 HOLIDAY HOMES - LAWS AND POLICIES

The relationship of the holiday home to building law, the Building Code of Australia, and Local Government By-laws is a peculiar paradox. Holiday homes by their nature are based on a philosophy of 'do it yourself', which has often resulted in poor building quality. Drop toilets, beer bottle drain pipes, and 44 gallon drum septic tanks are examples of poor building practise causing environmental damage, and health risk. The 'do it yourself' ethic also produces positive outcomes through individual expression, learned skills, and character development through the construction process.

One dwelling with a unique appearance in Sommers Bay was built by a couple on their relations holiday block. A basic 'A' frame construction, the small dwelling was constructed entirely from recycled materials and included a stone fireplace, a small mezzanine floor, and a kitchen sink. The couple used the service facilities of the holiday lot which had a septic toilet and rainwater tanks. The dwelling however did not have the necessary permits, or compliance with the building code, and was therefore, eight months after completion, served with a demolition notice. The irony of this case is that a building with the unique qualities of personal expression, and environmental responsiveness epitomising the traditional culture of the holiday settlement did not comply with regulations.

This example indicates that the regulations are encouraging a type of development which is out of character with most holiday settlements. The intent of the following Tasman By-law (refer to page 62) is an illustration of a policy which attempts to control land use through minimum standards of development. This By-law discourages camping, and the intermediate stage of development represented by the Type III lot type in this paper common in this municipality.

TASMAN COUNCIL
GARAGE - SHEDS OUTBUILDINGS
POLICY

Council will not issue a planning permit or grant building approval for the erection of a domestic garage, domestic storage shed or outbuilding unless;

- (i) A class I building (domestic residence) already exists on the property.
- (ii) A commercial or rural activity is undertaken on the property and Council is of the opinion the proposed structure is to be used in conjunction with that activity.
- (iii) Approval sought and permission granted by Council for an owner builder to reside, on site in a domestic garage, domestic storage shed or outbuilding whilst constructing a class I building on the same title; and the following apply:
 - A. Floor must be of concrete (graded to a floor waste)
 - B. The minimum facilities are:
 - (i) Kitchen sink and facilities for preparing and cooking of food
 - (ii) Shower
 - (iii) Clothes washing facilities
 - (iv) A closet and wash basin.
 - C. On completion of construction of the dwelling all items mentioned in B. with the exception of shower, closet and wash basin to be removed.
- (iv) That in relation to any approval given under (iii) above, a time limitation of twelve (12) months be imposed with a provision to extend for a further twelve (12) months provided that, on production of a report from the Building Inspector, substantial progress has been made towards completion of the dwelling.

**APPENDIX 4 - ATTITUDES OF HOLIDAY SETTLEMENT RESIDENTS
SURVEY AND RESULTS**

SURVEY FORM:

Questionnaire for Local Shack Owners

3/3/96

Holiday Settlement? Sommer Bay White Beach Coles Bay Other _____

1. Do you think the primary objective of a holiday settlement is to create a relaxed enjoyable environment, and if not what is more important?

Yes No _____

2. Do you see concrete curbs and gutters as a desirable improvement along your street?

Yes No Other _____

3. Would you see mown lawn nature strips as an improvement for your street?

Yes No Other _____

4. Would you like to see brick veneer houses in your holiday settlement.

Yes No Other _____

5. Would you like to see the streets in your settlement remain unsealed?

Yes No _____

6.

a. Do you think there should be a greater emphasis on the planting of native vegetation in holiday settlements.

Yes No

b. Should a percentage of your lot should be devoted to natural vegetation, or is the retention of major trees only sufficient?

Percentage _____ Major Trees Only

7. If rebuilt your shack what would be your first choice of :-

a. Cladding material?

Brick Timber Concrete Block Cement Sheet Other _____

b. Roofing material?

Tiles Iron Sheet Other _____

8. Did you build your present shack yourself, and if not do you expect a future shack of yours be owner built?

Built Current Shack? Yes No Future owner builder? Yes No

9. Should the road to your holiday settlement be maintained or continually upgraded?

Maintained Continually upgraded - Why? _____

10. Do you think there should be controls on the number of shacks in this area?
Yes
No
Other_____

11. Approximately how many more should be permitted?
None 100 1000
10 200 1500
20 500 2000
50 800 3000+

12. Approximately how many undeveloped lots do think there are in this area?
None 100 1000
10 200 1500
20 500 2000
50 800 3000+ Real Answer_____

13. Should there be controls on the type of shacks built?
Yes
No
Other_____

14. If so which of the following controls should apply?
Lot size and location ☐
Setbacks and heights ☐
Landscaping ☐
Materials used ☐
Colours used ☐
Floor area ☐
Design Features such as style ☐
Other controls_____

15. Which of the following services do you think should be mandatory for holiday home lots?
Piped water ☐
Storm Water Drainage ☐
Sealed roads with curb and guttering ☐
Sewerage System (not ST) ☐
Power ☐
Telephone ☐
Transmission of TV & Radio ☐
Other services_____

16. What is one thing that enables you to tell the difference between firstly a shack and a house, and secondly a holiday settlement and a city suburb?
Shack/house_____ Suburb/settlement _____

INTENT OF QUESTIONS:

Question 1 is aimed at discovering the reasons for holiday development in the first place. It is asked in a suggestive way which puts a preconceived view on the most important aspect of holiday settlements and invites challenge. It was expect most people would agree with the assertion after considering any alternatives that spring to mind.

Questions 2-6 are intended to discover if suburban icons such as curb and guttering are an expected part of the holiday settlement. Although not all suburban icons are covered these questions will give an idea of whether the transfer of the suburban typology is deliberate or accidental. If the suburban icons are rejected as part of the holiday home environment then perhaps their introduction has been done unconscientiously.

Questions 7-9 are determining if there is a consensus on the basic construction of holiday homes and the likelihood of being owner built. It is expected that most respondents will prefer a timber clad, steel sheet (colourbond) roofed, owner built, holiday home.

Questions 10-12 are aimed at discovering attitudes to development in holiday settlements. Particularly perceived problems in settlement size, and the level of knowledge local residents have about development in their settlement. Approximate figures are to be included to provide respondents with the accuracy of their guess. It is suspected that most respondents will want some control on numbers, but will discover that there are already more lots approved than the suggested number of additional dwellings.

Questions 13-15 are designed to enable the same question to be asked of a number of options and hence determine the level of acceptable development control and servicing. I would expect that respondents will want some control on shacks built but will limit this to those controls already present in the local planning schemes. It is anticipated that many respondents will not expect many services to be provided to their lot but will have them supplied regardless.

Question 16 is looking for those language elements which communicate holiday settlement and holiday home. It is hoped that answers to this question will add to the information gathered by the study of the settlements themselves and determine what registers as icons of recreation. Popular characteristics will end up as part of the design process.

SURVEY RESULTS:

Holiday Settlement?
Sommer Bay 50%
White Beach 38%
Other 18%

1. Do you think the primary objective of a holiday settlement is to create a relaxed enjoyable environment, and if not what is more important?
Yes 100%
No -

2. Do you see concrete curbs and gutters as a desirable improvement along your street?

Yes 9%
No 86%
Other 5%

3. Would you see mown lawn nature strips as an improvement for your street?

Yes 26%
No 74%
Other -

4. Would you like to see brick veneer houses in your holiday settlement.

Yes 15%
No 74%
Other 11%

5. Would you like to see the streets in your settlement remain unsealed?

Yes 65%
No 35%
Other -

6.
a. Do you think there should be a greater emphasis on the planting of native vegetation in holiday settlements.

Yes 79%
No 18%
Other 3%

b. Should a percentage of your lot should be devoted to natural vegetation, or is the retention of major trees only sufficient?

Percentage	53%	Average Percentage	55%
Major Trees Only	38%		
Other	9%		

7. If rebuilt your shack what would be your first choice of :-

a. Cladding material?

Brick	24%
Timber	47%
Concrete Block	-
Cement Sheet	18%
Other	3%

b. Roofing material?

Tiles	6%
Iron Sheet	91%
Other	3%

8. Did you build your present shack yourself, and if not do you expect a future shack of yours be owner built?

Built Current Shack?		Future owner builder?	
Yes	35%	Yes	62%
No	38%	No	15%
Other	27%	Other	23%

9. Should the road to your holiday settlement be maintained or continually upgraded?

Maintained	68%
Continually upgraded	26%
Other	6%

10. Do you think there should be controls on the number of shacks in this area?

Yes 82%
No 18%
Other -

11. Approximately how many more should be permitted?

Sommers Bay:

None	29%	100	12%	1000	-
10	23%	200	-	1500	-
20	12%	500	6%	2000	-
50	12%	800	6%	3000+	-

Did not know -

White Beach:

None	30%	100	23%	1000	8%
10	15%	200	8%	1500	8%
20	-	500	-	2000	-
50	-	800	-	3000+	-

Did not know 8%

12. Approximately how many undeveloped lots do think there are in this area?

Sommers Bay:				
None	-	100	24%	1000 -
10	6%	200	35%	1500 -
20	24%	500	6%	2000 -
50	-	800	-	3000+ -
Did not know		5%	Answer: ~30	

White Beach:				
None	23%	100	15%	1000 -
10	8%	200	23%	1500 -
20	-	500	-	2000 -
50	15%	800	-	3000+ -
Did not know		8%	Answer: ~	

13. Should there be controls on the type of shacks built?

Yes	82%
No	12%
Other	6%

14. If so which of the following controls should apply?

Lot size and location	79%
Setbacks and heights	85%
Landscaping	65%
Materials used	59%
Colours used	38%
Floor area	24%
Design Features such as style	15%
Other controls	Fences, time limits on caravans, lot numbers, rates, completion times.

15. Which of the following services do you think should be mandatory for holiday home lots?

Piped water	15%
Storm Water Drainage	35%
Sealed roads with curb and guttering	15%
Sewerage System (not ST)	15%
Power	91%
Telephone	53%
Transmission of TV & Radio	79%
Other services	garbage collection, fire protection, security, public phones, and ambulance

16. What is one thing that enables you to tell the difference between firstly a shack and a house, and secondly a holiday settlement and a city suburb?

Shack:	size, materials, appearance, no difference, landscaping, quality.
Holiday settlement:	population, no amenities, location, less developed, beach, countryness density, remoteness, less traffic, gravel roads.

APPENDIX 5 - BUSHFIRE STRATEGIES FOR RURAL SETTLEMENT

Initially a background rural issue, bushfire control became a major influence in the design for Sommers Bay. The reason for this is the physical nature of minimising bushfire risk such as use of fire-breaks, dams, and vegetation clearance. On discussion with the Tasmanian Fire Service the requirements for fire fighting in rural areas began to become extremely detailed, such as the positioning of fire hose reels, quantities of emergency water supply, and fire ratings for building materials. It became clear that a rural settlement could be designed on minimising bushfire risk alone, however there was some overlap with other relevant issues. The design of Sommers Bay in this paper addresses the issue of fire protection in context of the range of issues, and allows for basic bushfire protection devices. It is not meant to be a water tight bushfire strategy.

Landscaping in the bushfire context is a dilemma which this paper offers only a partial solution. There is a conflict between the protection of bushland for environmental and scenic values, and the clearing of vegetation to minimise fire risk. The landscape protection vision of *Seaside* which allows expensive buildings to be surrounded by thick coastal heath would be a fire-fighters and an insurers nightmare. The well justified fear of the Australian bush fire has created a rural landscaping ethic which reduces all bushland into mown grass or cultured shrubs. The Sommers Bay design offers a compromise through community protection procedures which balance the value of development against environmental protection. Following are some of the basic precautions for rural development and landscaping:

CHOOSING A HOUSE SITE

The choice of a property depends on many different factors, including distance to towns and availability of desired services, as well as features of the land itself. One factor that should be carefully checked is whether a suitable house site exists.

The siting of houses in rural areas can have a significant bearing on fire safety. For example, houses located in dry, scrubby bushland on steep country facing north or north-west are generally more vulnerable than houses on flat land at the base of a south-facing slope.

Other factors that determine the degree of fire safety of a house location include proximity to forests, the location of roads, streams and swamps, and the standard and location of access roads and tracks.

Different types of country require different criteria for house location. To maximise fire safety the major points to consider when locating houses in hilly country are:

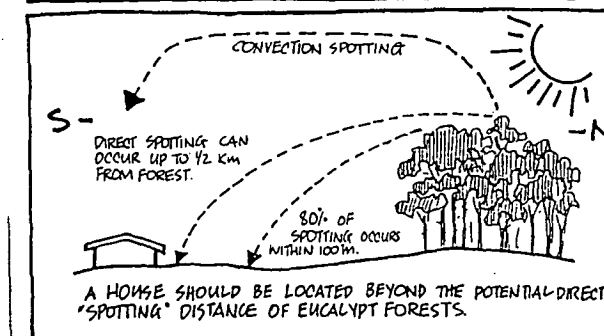
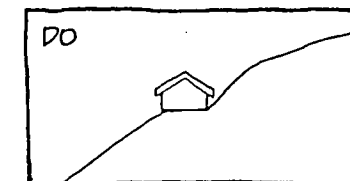
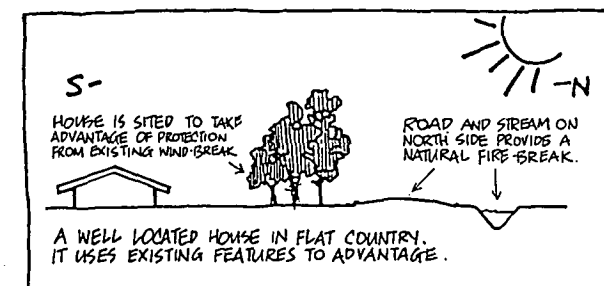
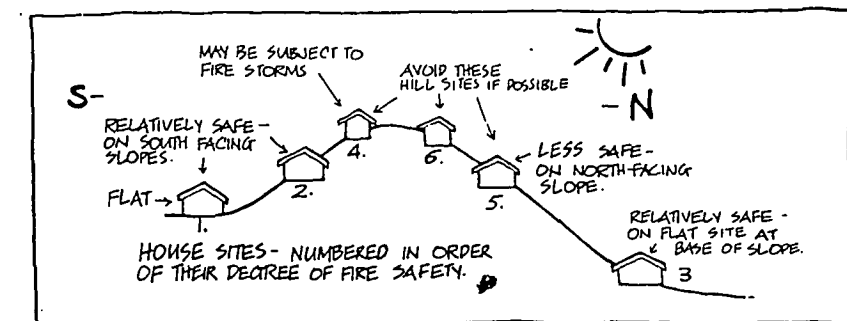
- Avoid north or north-west facing slopes, particularly the steeper ones and the ridges above them.
- Locate house at the base of, or on, gentle south or south-east facing slopes. These slopes are damper and usually on the lower side of a fire.
- If building on a ridge, locate on the southerly or easterly side. This location may, however, still be in danger from 'fire storms' and turbulence from fires in high winds. Spot fires over the ridge may also approach after a southerly wind change.
- If building on ridge sites in bushland, ensure that bush to the north or west will be regularly 'fuel reduced' by, for example, prescribed burning (permit required during declared fire season) or slashing.
- If building on a slope it is safer to build the house on a 'cut-in' bench rather than have it perched on stilts. This is for several reasons. First, the profile of the slope is less broken, resulting in less turbulence. Second, a protruding house is endangered by a progressing fire, while a fire may jump one which is set in. Third, the house on a cut can have a slab floor, thereby blocking sparks from entering the underfloor area.
- Consult the Soil Conservation Unit of the Department of Conservation, Forests and Lands

if benches are likely to produce erosion or drainage problems.

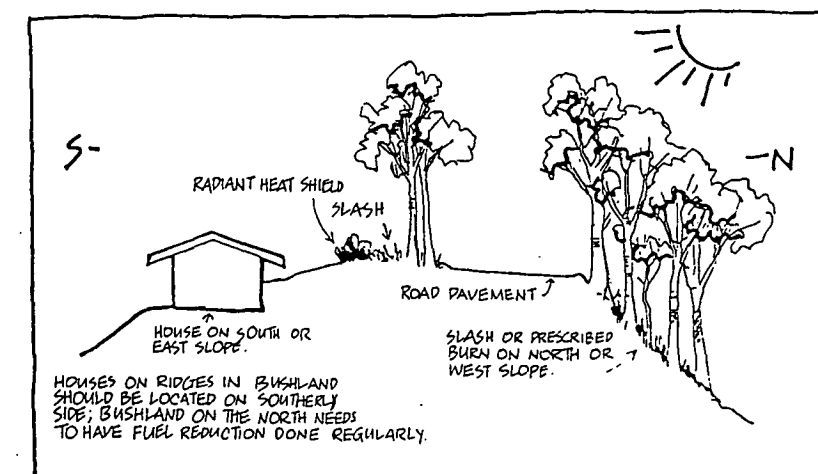
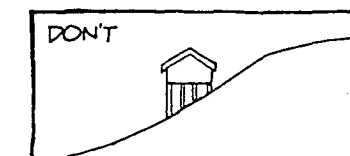
- Flat or gently sloping sites are safer, and make it easier to implement fire protection measures.
- Ensure that there are at least two ways out from the site, with one preferably to the south or east, so that in the event of a fire, escape is away from the primary fire danger zone.
- Roads or tracks should preferably be on the contour, or on a minimum slope.

In flat country the major points to consider are:

- Use existing features as part of a fire-break or fuel-reduced area. Houses should be located on the south or south-east side of roads, lagoons or streams at a sufficient distance to allow further fire protection measures to be incorporated between the feature and the house.
- Take advantage of any existing wind-breaks. Locate houses on the southerly or easterly side at an appropriate distance.
- Land to the south and east of a forest is particularly susceptible to 'spotting' (spot fires from burning bark and twigs carried in the wind). As spotting can be severe for up to 500 m from a forest houses should not be located in these areas. This land should instead be maintained as a buffer strip (for example, as parkland, ploughed or grassed areas). This is also relevant in hilly areas.
- Streams that run dry or very low in summer, leaving a heavy dry fuel load along banks, are unsuitable as part of a fire-break system.
- Green river flats, or depressions, and areas used for green summer crops provide good protection for a house located to their south or east.



IF BUILDING ON A SLOPE - SET THE HOUSE INTO THE SLOPE. HOUSES ON STILTS HAVE PROBLEMS OF EXPOSED UNDER FLOOR AREAS, RUBBISH ACCUMULATION, TURBULENCE, ETC.



HOUSE AND OUTBUILDING LAYOUT

The layout of the house, outbuildings, access tracks, yards and water supplies can provide an excellent opportunity for establishing permanent 'built-in' fire protection for a property. The principles outlined here are for a farm house but may also apply to other houses in rural areas.

First decide which areas are to be protected (ie, define a zone of protection). Within this area, include the house and sheds, and possibly some stock-yards if required. Most of the fire protection and fuel reduction activity should take place to the north and west of this area.

Highly flammable liquids, such as petrol, and other combustible substances, such as haystacks, should be located to the east or south at a distance of 50 m or more, and separated from each other. Petrol and diesel storages should be surrounded by an earth bund or stored underground.

In planning the layout:

- Ensure that there is sufficient area (up to 200 m) between the buildings and the road and property boundary to establish an adequate fire-break, wind-break and radiation shield.
- Locate machinery sheds, workshops and so on to the east or south of the house. The open side of open-sided buildings should face east or south.
- Ensure that no wind tunnels or turbulent air-streams are set up which could allow the rapid spread of fire within the complex. This is likely to occur when buildings are clustered together with unsheltered narrow gaps between them, or when breaks are made in shelter-belts for gateways.
- The north and west boundaries of the protection zone (usually the garden fence) should be, or contain, a radiation shield. This can be a stone fence, thick green hedge or solid metal or paling fence, to prevent low level heat and sparks from penetrating.
- Locate dams, tennis courts, orchards, vegetable gardens, green crops, and so on, beyond the zone on the northern and western sides, to form part of the fire-break system.
- Access to and around the house and outbuildings should be planned to allow egress to the south or east if required.

- Provide access to water supplies for fire-fighting vehicles.
- A wide gravel driveway to the north or west of the house will help protect a house from fire.
- Adequate water supply and distribution are very important. As SEC power may be interrupted in times of fire, ensure that a gravity-fed or other suitable supply is available. It must have a large (63 mm) CFA-approved outlet for rapid filling of tankers.
- Household tanks should have two outlets - an upper one for domestic use and a lower one for fire-fighting reserve.
- Approximately 15,000 litres should be available for fire-fighting defence of the house. An accessible dam or pool may hold a portion of this reserve.
- Water distribution should include reticulation to taps around the outside of the house and sheds, and possibly to a sprinkler system that covers the garden and building walls.
- Power lines should be located away from large trees, haystacks and sheds. North-south running lines are safer than east-west ones as they sway less in north winds. Keep the total length of the line to a minimum.

A property built to a properly designed layout will have a permanent built-in and easily maintained fire protection system.

TREES...AN ASSET AND A HAZARD

Trees and ground cover vegetation can play an important role in protecting a property from fire. Careful location and choice of species is essential in developing a low fire-risk garden.

Trees provide useful windbreaks, shelter the house from radiation, and catch sparks. Appropriate green ground cover can provide a safe non-flammable area around buildings. Trees and scrub, particularly native vegetation that is inappropriately placed, can however, also increase a property's fire risk.

The single most important factor in producing a safe garden is the removal of dead fuels and highly flammable vegetation for sufficient distance around a house.

Increase safety by establishing a garden of appropriate vegetation types in a layout that will deflect strong winds and shelter the house from radiant heat and sparks. It is preferable to use plant species with some resistance to fire (see list), although other species may be suitable if the ground beneath them is kept clear of flammable litter, and canopy contact is minimised.

Wind-breaks

Wind-breaks should be planted around any property in open country. Wind-breaks should be:

- located on at least the northern and western sides, and extend for a minimum length of 100 m on each side
- located about 30 m from the house. The distance can be calculated as being between 1-3 times the full grown height of the trees. At this distance the house will be beyond the range of falling trees.
- of appropriate species such as smooth-barked eucalypts, or deciduous trees if winter protection from winds is not needed
- unbroken. Breaks in the line of trees allow winds to funnel through. A second wind-break will protect gates and other openings.
- well-maintained, with fuel removed from under them.

New houses should be located east or south of existing wind-breaks, at a distance of 1-3 times their mature height.

Cypress trees (not cut as a hedge) used as a wind-break around a house appear to give good protection even in native forest settings. The ground beneath them needs to be kept clear of grass and dead matter.

A low fire risk garden

A low fire risk garden should have:

- densely foliated deciduous or non-flammable evergreen trees planted to eventually give shade to the building and to catch sparks
- trees clumped rather than continuous, and not touching walls or roofs
- green lawns, bare ground, or non-flammable ground-cover plants surrounding buildings
- a radiation shield about 6-10 m from buildings, consisting of, for example, a privet hedge, stone, or solid metal fencing
- appropriate species, chosen not only for fire-resistance, but also for shade, aesthetic quality, and low maintenance
- highly flammable species, such as rough-barked eucalypts, removed or replaced by other trees
- vegetable gardens and orchards located to the north and west, as these assist fire protection if well maintained
- an adequate watering and sprinkler system installed. Regular watering is necessary to maintain high water content in leaves.

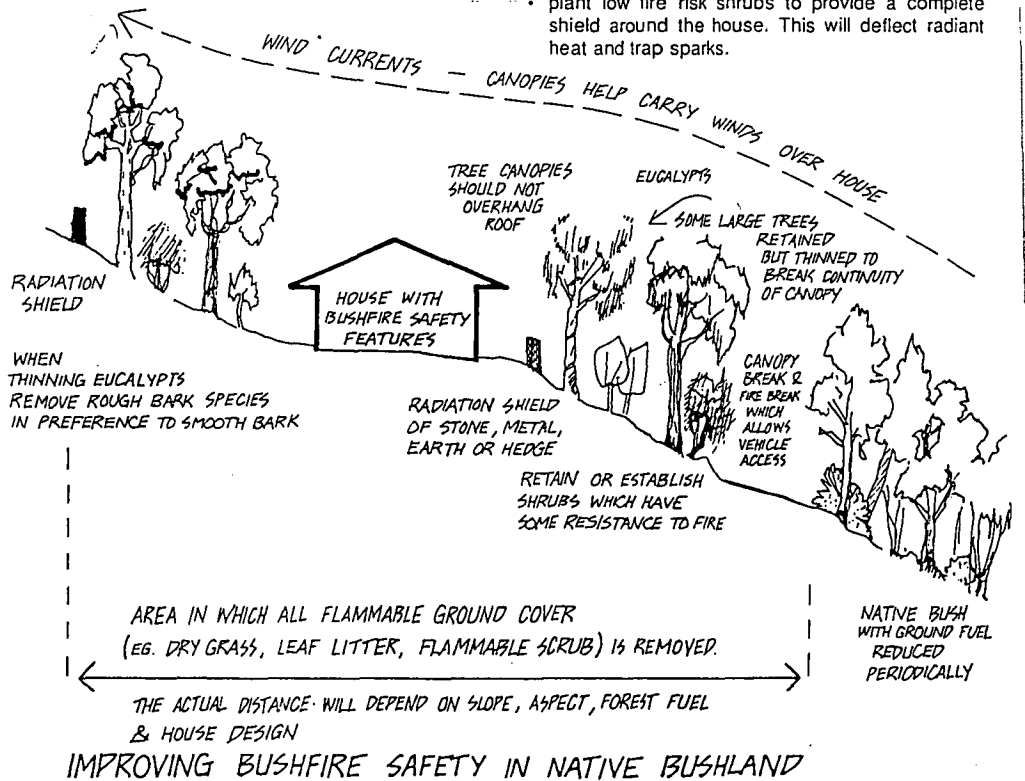
When siting buildings, consider possible uses of existing trees for protection because, of course, little protection is given by young trees for several years.

Native bushland

Houses in native bushland settings are often at risk as many native species are highly flammable. The risk can be reduced significantly if ground litter and flammable scrub is reduced around buildings.

Minimum distances for clearing ground fuel (flammable undergrowth and tree litter) around houses in native bushland areas are difficult to recommend. Factors such as the extent of protective measures taken in constructing the house, the presence of an effective radiation shield, and the type and amount of ground fuel will influence the distance required.

As a general rule for a house without protective features, removal of all ground fuel for a distance of 20 metres plus 1/2-1 metre per degree of slope (thus a 10° slope requires 25-30 metres) from a house should be enough to protect it from flame contact and severe radiant heat levels, but not from sparks. The longer distance should be used both on the slope below the house and in the direction of the prevailing fire weather. Some reduction of heavy ground fuel is usually necessary in forest beyond the cleared area to produce a relatively safe situation.



Beyond this:

- maintain native scrub in isolated clumps rather than in a continuous mass. Clumps should be concentrated on south and east sides.
- maintain the land in an open parkland setting. This may require regular fuel reduction burning or slashing
- build stone fences as radiation shields and ground cover spark catchers
- replace rough-barked eucalypts from around buildings with smooth-barked types
- thin trees so that canopy is broken up into clumps. Incorporate a complete canopy break as part of a fire-break.
- where a house is located within a forest retain sufficient canopy cover to deflect the winds over the house. If all trees are cleared around a house in a forest a hollow may be created in the canopy profile into which fire-laden winds may funnel.
- plant low fire risk shrubs to provide a complete shield around the house. This will deflect radiant heat and trap sparks.

Trees and shrubs that have a degree of fire resistance and could be suitable for planting around buildings

Scientific name	Common name	Maximum height	Minimum annual rainfall needed	Evergreen/deciduous	Growth rate	Suitable for hedge
Group A — most suitable						
<i>Atriplex</i> sp.	Saltbush	2 m	300 mm	E	Fast	Yes
<i>Brachychiton populneus</i>	Kurrajong	12 m	350 mm	E	Slow	
<i>Ceratonia siliqua</i>	Carob	12 m	400 mm	E	Mod.	
<i>Coprosma repens</i>	New Zealand mirror bush	5 m	600 mm	E	Fast	Yes
<i>Ficus macrophylla</i>	Moreton Bay fig	20 m	650 mm	E	Fast	
<i>Fraxinus</i> sp.	Ash	5-15 m	400-600 mm	D	Fast	
<i>Ligustrum</i> sp.	Privet	2-5 m	600 mm	E	Fast	Yes
<i>Melia azedarach</i>	White cedar	10 m	450 mm	D	Fast	
<i>Myoporum</i> sp.	e.g. Boobialla	5 m	500 mm	E	Fast	Yes
<i>Photinia serrulata</i>	Photinia, Chinese hawthorn	6 m	550 mm	E	Fast	Yes
<i>Platanus orientalis</i>	Plane	20 m	400 m	D	Fast	
<i>Populus</i> sp.	Poplar	15-30 m	500 mm +	D	Fast	
<i>Quercus</i> sp.	Oak	10-20 m	550 mm +	D	Mod.	
<i>Schinus molle</i>	Pepper tree	8 m	350 mm	E	Fast	
<i>Tilia vulgaris</i>	Linden	12 m	900 m	D	Fast	
<i>Tristania</i> sp.	e.g. Brush box	8 m	600 mm	E	Fast	
<i>Ulmus</i> sp.	Elm	10-25 m	550 mm +	D	Mod.	
Fruit and nut trees						
Group B — Suitable						
<i>Aesculus hippocastanum</i>	Horse chestnut	12 m	700 mm	D	Mod.	
<i>Agonis juniperina</i>	Juniper myrtle	6 m	500 mm	E	Fast	
<i>Angophora costata</i>	Gum myrtle	20 m	650 mm	E	Fast	
<i>Calndendron capense</i>	Cape chestnut	12 m	600 mm	E	Slow	
<i>Celtis occidentalis</i>	Hackberry	15 m	450 mm	D	Mod.	
<i>Cercis siliquastrum</i>	Judas tree	8 m	500 mm	D	Mod.	
<i>Cinnamomum camphora</i>	Camphor laurel	12 m	500 mm	E	Fast	
<i>Cornus capitata</i>	Evergreen dogwood	12 m	800 mm	E	Fast	
<i>Corynocarpus laevigatus</i>	New Zealand laurel	10 m	650 mm	E	Fast	
<i>Eugenia smithii</i>	Lilly pilly	8 m	650 mm	E	Fast	Yes
<i>Griselinia littoralis</i>	New Zealand broadleaf	8 m	650 mm	E	Fast	Yes
<i>Hakea</i> sp.	Hakea	2-5 m	400 mm +	E	Fast	Yes
<i>Heterodendrum oleifolium</i>	Cattlebush	6 m	300 mm	E	Mod.	Yes
<i>Ilex aquilium</i>	Holly	15 m	650 mm	E	Mod.	Yes
<i>Laurus nobilis</i>	Laurel	10 m	650 mm	E	Fast	Yes
<i>Magnolia grandiflora</i>	Magnolia	25 m	650 mm	E	Mod.	
<i>Metrosideros excelsa</i>	New Zealand Christmas tree	7 m	550 mm	E	Mod.	
<i>Pittosporum</i> sp.	e.g. Sweet pittosporum	12 m	500 mm	E	Fast	Yes
<i>Salix</i> sp.	Willow	5-15 m	650 mm	D	Fast	
<i>Sorbus aucuparia</i>	Rowan	6-12 m	650 mm	D	Fast	

Ground cover plants with a degree of fire resistance

Group A — very succulent

- Arcotheca calendula*
- Carpobrotus* sp.
- Delosperma alba*
- Drosanthemum hispidum*
- Gazania* sp.
- Lampranthus* sp.
- Portulaca* sp.
- Pelargonium* sp.
- Rhagodia* sp.
- Sedum* sp.

Group B — semi-succulent

- Ajuga*
- Atriplex* sp.
- Coprosma kirkii*
- Hedera* sp. (self-clinging varieties)
- Helianthemum* sp. (sunrose)
- Kennedia* sp.
- Kochia* sp.
- Myoporum* sp.
- Rosmarinus offianalis prostratus*
- Santolina* sp.
- Verbena peruviana*
- Vinca* sp.

APPENDIX 6 - DETERMINING SETTLEMENT SIZE BY LIMITING INFRASTRUCTURE

In theory a gravel road can sustain a certain volume of traffic under normal conditions without requiring excessive maintenance. In practice this depends on a range of factors such as aggregate size, road base quality, type of vehicles using the road, number of access and egress points along the road. To compound the problem the decision to seal roads is calculated on cost benefit or simply through public pressure on local Council members.

The Tasmanian Department of Transport and Works estimated roughly 500 vehicle movements per day could be sustained by gravel roads without excessive maintenance. The average number of vehicle movements per day for a suburban home is approximately 10 but it would be assumed that this figure would be lower (say 6 per day) for a holiday lot. As there are 170 small lots or dwellings accessing Sommers Bay Road it is therefore carrying over 1000 movements per day. Over twice the Tasmanian Department of Transport and Works' estimate.

Defining development by limiting infrastructure is difficult without a detailed analysis of the road and its users although it may be assumed that the existing usage is sustainable for the existing road. If the settlement size was increased gradually the deterioration of the road could be monitored, and development curbed at the appropriate stage.

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Glossary of Terms

Aesthetic Controls are clauses in a planning scheme which govern aspects of visual elements. Common aesthetic controls are: building height, paint colours, and finish materials

Applied Decoration is ornamentation on a building that is independent of the structural element. A painting on a wall is applied decoration, whereas a carved wood front door is not because the door has another function.

Battle Axe Lots are rear lots with only an access strip to the street.

Barge Boards are the lengths of timber covering the edge of the roofing material at the end of a gable. Not to be confused with fascia boards which have a similar function on the side of a gable (usually supporting the gutter), the barge board is often carved into a regular pattern.

Building Envelope is a term used in planning to refer to the volume of a lot in which it is permissible to build under a planning scheme.

Design Literacy is to be informed of design or architectural issues.

Cadasteral Information is raw data, usually collected by satellite or aerial photograph, pertaining to the properties of land. Such information usually includes: vegetation, roads, buildings, contours, land mass, water courses, and survey references.

Gable Roof is a roof with only two sloping planes, and the highest point in the middle.

Gazebo is an open, roofed structure, independent of other buildings. Americans call the same structure a Pavilion.

Hip Roof is a roof one sloping planes off each wall, and the highest point in the middle.

Orb Profile is the trade name for corrugated iron. There are various other profiles such as Kliploc, V-crimp, Spandek, and Trim Deck. (refer Lysart Roofing Manual)

Outrages in an aesthetic sense are those buildings which draw a strong negative public response.

Pergolas are structures without sheet roofing but with slats or members to give dappled shade. They can be either attached to another building, or stand independently.

Lay refers to the uninformed members of the public.

Lots are parcels of land, also known as blocks.

Macro Scale refers to wider issues.

Mansard Roofs are a type of roof traditionally used on Dutch buildings.

Micro Scale refers to issues of detail.

Nodes are points of activity, or focus.

Scenic Amenity is the protection of the natural, or built, environment for the benefit of all society.

Skillion Roofs are roofs with only one plane. Skillion roofs can either be flat, or have an angle.

Swayles are open drains made from earth. This type of drain allows water to seep through, but can carry water upon saturation. Typically swayles are found alongside country roads, and are often referred to as 'ditches'.

Spatial is the adjective of space, or means to pertain to space.

Shack is the local term for holiday home.

Trusses are structural elements, usually constructed from timber, that support a roof.

Typology is a planning term meaning type of building fabric. A typology relates to all aspects of a particular building type from overall form to details.

Use Tables are a matrix found within planning schemes that indicate whether uses, such as retail shops or quarries, are permitted or not in particular zones.

Use Zoning is the assigning of properties and rights to areas of land.

Vector Plans are electronic drawings produced on CAD software drawing packages. These plans understand the difference between a lines and points. Bitmap images in contrast only understand points, and are therefore difficult to edit. Bitmap images are smaller in size than vector images, and are easier to process in a database.

Vernacular architecture refers to those building types which are traditional and native to a particular place.